Public Service Commission of Canada

Commission de la fonction publique du Canada

# Public Service Commission
# 2010-2011
# Annual Report

Canada

Public Service Commission

# 2010-2011 Annual Report

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ISNN : SC1-2011

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Minister of Canadian Heritage and Official Languages
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the Report of the Public Service Commission of Canada for the 2010-2011 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss. 12 and 13).

Yours sincerely,

Maria Barrados

Maria Barrados
President

Manon Vennat

Manon Vennat
Commissioner

# PSC Mission, Vision and Values Statement

## Mission and Vision – Striving for excellence

The Public Service Commission is dedicated to building a public service that strives for excellence. We protect merit, non-partisanship, representativeness and the use of both official languages.

We safeguard the integrity of staffing in the public service and the political impartiality of public servants. We develop policies and guidance for public service managers and hold them accountable for their staffing decisions. We conduct audits and investigations to confirm the effectiveness of the staffing system and to make improvements. As an independent agency, we report our results to Parliament.

We recruit talented Canadians to the public service, drawn from across the country. We continually renew our recruitment services to meet the needs of a modern and innovative public service.

## Values to guide our actions

In serving Parliament and Canadians, we are guided by and proudly adhere to the following values:

**Integrity** in our actions;

**Fairness** in our decisions;

**Respect** in our relationships; and

**Transparency** in our communications.

# Table of contents

## Chapter 1

Opinion of the Commission ..... 8
Introduction ..... 8
Overall assessment ..... 10
Merit and non-partisanship in the context of fiscal restraint ..... 13
Looking forward ..... 16

## Chapter 2

Hiring and staffing activity under the *Public Service Employment Act* ..... 18
Employees under the *Public Service Employment Act* ..... 18
Overall public service hiring and staffing activities ..... 20
The Executive Group ..... 24
Official languages ..... 28

## Chapter 3

Overall progress regarding merit and the guiding values ..... 34
Overall assessment ..... 35
Merit ..... 36
Guiding values ..... 38

## Chapter 4

A non-partisan public service ..... 52
Non-partisanship in staffing and senior appointments ..... 53
Political activities by public servants ..... 56
The relationship between the public service and the political spheres ..... 68

## Chapter 5

Management of staffing in departments and agencies ..... 72
Assessment objectives and methodology ..... 73
Scope of assessment ..... 74
Overall assessment of key success factors ..... 74
Delegation of staffing to deputy heads ..... 76
Planning for staffing and monitoring of results ..... 79
Organizational human resources support systems ..... 82
Organizational accountability for results ..... 82
Top performers ..... 84
Efficiency and flexibility in staffing ..... 85
Ongoing refinement of the monitoring framework ..... 88

## Chapter 6

Oversight ..... 92
Oversight review ..... 93
Audits ..... 93

Studies 95
Statistical Bulletins 100
Investigations into appointment processes 100
Investigations under specific authorities 102

## Chapter 7

Enabling departments and agencies 110
Refinements to the policy suite 111
Priority administration 113
Enabling infrastructure 116
Staffing and recruitment services 118
Assessment services and products 125

## Appendices

Appendix 1 134
Staffing Management Accountability Framework 134
Staffing Management Accountability Framework: Effectiveness and adherence to guiding values 135
Appendix 2 136
Statistical tables 138
**Table 36:** Overall hiring and staffing activities to and within the public service by type and tenure 138
**Table 37:** Overall hiring and staffing activities to and within the public service by tenure and previous employment status 139
**Table 38:** Staffing activities by type and occupational group 140
**Table 39:** Staffing activities by type and geographic area 144
**Table 40:** Appointments to the public service to indeterminate and specified term positions greater than three months, by employment equity designated group and geographic area 145
**Table 41:** Staffing activities by type and first official language group 146
**Table 42:** Staffing activities by type, first official language group and language requirements of position 147
**Table 43:** Student hiring activities and appointments to the public service by recruitment program and geographic area 148
**Table 44:** Staffing activities by type and organization 149
**Table 45:** *Public Service Employment Act* population changes by organization 154
**Table 46:** Priority administration (public service total) 158
**Table 47:** Post-secondary Recruitment (PSR) campaign applicants (fall 2010) by geographic area of residence 159
**Table 47a:** Post-secondary Recruitment (PSR) campaign applicants (fall 2010) by geographic area of residence for Ontario (except NCR), National Capital Region (NCR) and Quebec (except NCR) 159
**Table 48:** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education 160
**Table 48a:** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education for Ontario (except NCR), National Capital Region (NCR) and Quebec (except NCR) 160

**Table 49:** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education for the 2009 campaign ..... 161

**Table 49a:** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education for Ontario (except NCR), National Capital Region (NCR) and Quebec (except NCR) for the 2009 campaign ..... 162

**Table 50:** Applicants to external advertisements compared to the Canadian workforce population ..... 162

**Table 51:** Applications and appointments for nationally advertised jobs by geographic area – Officer level ..... 163

**Table 52:** Applications and appointments for nationally advertised jobs by geographic area – Non-officer level ..... 164

Appendix 3 ..... 165

Additional terms and conditions imposed on authorities delegated to organizations following results of Public Service Commission oversight activities (in effect March 31, 2011) ..... 165

Appendix 4 ..... 166

Summary of audits and studies underway or planned for release in 2012 and 2013 ..... 166

Appendix 5A ..... 168

Public Service Commission oversight continuum ..... 168

Appendix 5B ..... 172

Review of Public Service Commission Oversight – Summary of progress on recommendations ..... 172

Appendix 6 ..... 177

*Public Service Employment Regulations* and Exclusion Approval Orders ..... 177

Appendix 7 ..... 181

Glossary of terms ..... 181

**Biographies ..... 184**

**Public Service Commission organization chart ..... 188**

**Offices of the Public Service Commission ..... 190**

# Chapter 1

# Opinion of the Commission

# 1 Opinion of the Commission

## Introduction

1.1 The first Public Service Commission (PSC) under the current *Public Service Employment Act* (PSEA) completed its mandate on May 20, 2011. Two of its members, Maria Barrados and Manon Vennat, are serving as transition members until a new Commission is appointed and would like to thank Commissioner David Zussman for his valuable contribution to the work of the Commission over the last seven years.

1.2 The period of Dr. Zussman's tenure as Commissioner coincided with the most significant reforms to modernize the federal public service since the 1960s. Adoption of the current PSEA in late 2003 provided a renewed direction for the PSC, resulting in significant changes in the Commission itself and its relationship with departments and agencies. Dr. Zussman played a leading role in implementing these changes and helping to realize the fundamental vision set out in the Preamble to the Act. The Commission relied on his vast knowledge of and experience in public policy issues and public administration in Canada and internationally, and benefitted greatly from his insights.

1.3 The vision in the Preamble is clear. It recognizes that the public service is a vital national institution that has delivered, and must continue to deliver, high-quality services to Canadians. It states that, in order to serve Canadians well, the public service must be based on the long-held values that are fundamental to a professional public service — merit and non-partisanship — and it specifies that these core values must be independently safeguarded. The Preamble also recognizes the need for a public service that strives for excellence, is representative of Canada's diversity, can serve the public in their official language of choice and is characterized by fair and transparent employment practices. Finally, the Preamble lays the foundation for a highly delegated staffing system, wherein appointment authorities are delegated by the PSC to deputy heads and they, in turn, are encouraged to sub-delegate these authorities to the lowest appropriate level, and wherein recourse systems resolve appointment issues quickly.

1.4 A significant contributor to the vision in the revised PSEA was Professor Peter Aucoin, who passed away in July 2011. As one of the most respected political scientists of his generation, Professor Aucoin was an inspiring figure for both the academic and public service sectors, having served for more than 40 years at Dalhousie University and also as a researcher and advisor for all levels of government. Professor Aucoin worked very closely with the PSC on a number of human resources management issues, such as the non-partisanship of the public service and the need for an independent authority for staffing in the Canadian public service. He was also a member of the Clerk of the Privy Council's External Advisory Group on the modernization of human resource management, which contributed to the legislative reform that led to the current PSEA in 2003.

1.5 Under that Act, the core direction to the Commission to promote and safeguard merit and non-partisanship remained the same. The unique status of the Commission — with executive functions, free from ministerial direction and with a special reporting relationship to Parliament — was further strengthened by requiring the appointment of its President to be approved by both Houses of Parliament. The Commission has valued the interest and support of Parliament throughout the past seven years.

1.6 The mandate of the Commission is clear: it is responsible for all appointments to and within the core public service. The population of the core public service was 216 709 as of March 2011 and there were 105 630 appointments to and within the core public service over the course of 2010-2011. It is the Commission's responsibility to ensure that these appointments are undertaken within the letter and spirit of the Act.

1.7 The Commission is also charged with protecting the non-partisan nature of the public service. For the purposes of this aspect of the PSEA, the PSC is responsible for ensuring the political impartiality of the core public service, as well as of employees in six organizations outside the core public service. As of March 2011, there were 47 272 such employees.

1.8 The legislation provides a definition of merit, specific direction on the non-partisanship regime and more general guidance on how staffing is to be done. This guidance is generally referred to as the guiding values: fairness, access, transparency and representativeness. The Act provides for a number of recourse mechanisms for employees if there has been an error, omission or improper conduct in an appointment process. Further discretion is given to the Commission to delegate its staffing authority, as well as to exercise independent oversight of that delegated authority.

1.9 The Commission put in place a delegated regime, with almost complete delegation of its appointment and appointment-related authorities. More flexibility was introduced through the definition of merit, which requires that stated qualifications be met. The delegation requires that the test on merit and non-partisanship for an appointment be met and that the guiding values be respected and any identified mistakes corrected as quickly as possible. The vision of a meritorious system is one in which the qualifications of the position are met (merit) with no political influence (non-partisanship) in a fair, accessible, transparent and representative manner.

1.10 This report describes many of the initiatives that the Commission has put in place to support a meritorious system. We continue to support managers in their staffing with guidance, tools and services. This has included automated systems developed jointly with departments and agencies. We carry out oversight in monitoring, audits and investigations. We have had independent review of our audit practices to ensure that they are appropriate, and we are reviewing our monitoring systems. Our audits and reviews are risk-based and aimed at examining management systems and practices. However, if we find errors, omissions or improper conduct in individual transactions, we are committed to correcting them.

1.11 As noted in our Special Report to Parliament, tabled on March 22, 2011, there has been significant progress in implementing the legislation, but more needs to be done. There are efficiencies to be achieved, as well as areas that need to be further clarified and where ongoing work is necessary to ensure that the core and guiding values are fully implemented. These improvements will need to be undertaken at a time when there will be retrenchment within the system. The same systems used to hire and promote individuals within the public service will now also have to be used to reduce and reallocate with the same principles and values. In this context of retrenchment, the Commission will continue to play its role in ensuring the presence of non-partisanship, fairness, access, transparency and representativeness in the application of the merit test.

1.12 Our Special Report was designed to contribute to the legislative review of the *Public Service Modernization Act* (PSMA), the results of which will be tabled by the President of the Treasury Board. The Special Report contained several recommendations for legislative changes, as well as other recommendations for non-legislative changes. In our discussions with the PSMA review team, we were challenged to explore non-statutory solutions to some of the issues raised in the Special Report. We are working on them. We are also ready to work on the recommendations from the legislative review that receive Parliamentary support. We look forward to further discussions with Parliament as it carries out its review of the statute.

## Overall assessment

1.13 **Merit** – We have concluded that, overall, merit is being respected in the many staffing transactions that take place in the core public service. Our audits show that managers are doing a better job of applying the merit test. However, as the results of our audit work also demonstrate, there continues to be a proportion of cases, although small, where merit has not been met. This is usually the result of error, omission or improper conduct. In addition, there are still too many cases where merit cannot be demonstrated by the organization either in the staffing file or other organizational records.

1.14 **Non-partisanship** – Non-partisanship is a core PSEA value. Public servants must be appointed without political influence and must carry out, and be seen to carry out, their duties in a politically impartial manner. Based on its activities in 2010-2011, the Commission maintains its concern that more effort is required to properly safeguard this core value in the system.

1.15 ***Awareness about rights and responsibilities:*** In 2010-2011, the PSC undertook an analysis of its Survey of Staffing data to examine the extent to which employees are aware of their rights and responsibilities related to participating in political activities as defined by the Act. While there has been some improvement, a significant number of employees are still not well-informed about their rights and responsibilities with regard to political activities. A full 37% indicated that they were aware of these rights and responsibilities only to a limited extent, or not at all.

1.16 The Commission considers this considerable level of unawareness a risk to the non-partisanship of the public service, both real and perceived. In the year ahead, the PSC will work with other stakeholders to address the gap and ensure, more generally, that public servants have a better understanding of the importance of non-partisanship as a core value.

1.17 ***Allegations of political influence in staffing:*** As guardian of merit and non-partisanship in the public service, the PSC must ensure that all appointments are free of political influence. Individual appointments that are found not to be free of political influence contravene the PSEA, are inconsistent with the core value of non-partisanship and require corrective action.

1.18 In recent years, the PSC has not received any allegations of political influence in staffing. In 2010-2011, however, the PSC opened several investigations into appointments at the Atlantic Canada Opportunities Agency. The investigations are designed to determine whether the appointments were free of political influence, were made on the basis of merit and did not involve any errors, omissions or improper conduct, as required by the PSEA. The PSC expects to complete the investigations in 2011-2012.

1.19 ***Self-assessment tool for political activities:*** Under the PSEA, employees considering participating in political activities must examine their specific circumstances to assess and make reasonable decisions about whether such participation would impair, or could be perceived by others as impairing, their ability to perform their duties as a public servant in a politically impartial manner.

1.20 The PSC launched the *Political Activity Self-Assessment Tool: Assessing Your Specific Circumstances* in November 2005. A revised version, which responded to user comments and recommendations, has been available since November 2008. The self-assessment tool is a guide for employees to use, alongside additional guidance material provided by the PSC, as they decide whether to engage in a particular activity.

1.21 In 2011-2012, the PSC will review the questions in the self-assessment tool to address recent concerns from users and bargaining agents that it unduly discourages public servants from participating in political activities.

1.22 **Guiding values** – Overall, our oversight activities in 2010-2011 indicate that there has been some progress in realizing the guiding values in staffing and hiring decisions. In particular, the Commission is pleased to observe that access to indeterminate federal positions continues to improve. Another indicator of improvement in realizing the value of access is that the duration of acting appointments ending with a promotion has decreased, as has the use of non-advertised appointments for acting situations.

1.23 However, we continue to be concerned about gaps in employees' perceptions of the fairness of the overall staffing process. About a quarter of employees persistently feel that the overall process is not at all fair, or only fair to some extent. The Commission is also concerned that a continued decline in the external appointment rate for persons with disabilities will have negative consequences for their representation in the public service over the long term.

1.24 **Corrective action** – In any staffing system, an integrated set of mechanisms is necessary for the correction of mistakes, should they occur. The PSEA envisioned a system wherein appointment-related authorities along with the authority to take corrective action and revoke internal appointments, are delegated to enable flexibility and to ensure that problems were resolved as quickly as possible.

1.25 Deputy heads have an important role to play in taking corrective action. Deputy heads to whom appointment authorities have been delegated by the PSC are also delegated the power to take corrective actions and revoke appointments when, after investigation, they are satisfied that an error, omission or improper conduct has affected an internal appointment process.

1.26 There is evidence that deputy heads are doing more of these investigations. While the number of organizations completing such investigations decreased from 15 in 2009-2010 to 12 in 2010-2011, the number of investigations reported to the PSC grew significantly, from 25 in 2009-2010 to 75 this year. In addition, deputies are using a mix of formal and informal mechanisms (e.g. the organization's internal conflict management system or Ombudsman function) to address any issues that emerge from internal appointment processes.

1.27 Investigations are one of the key tools that support a sound approach for correcting errors, omissions or improper conduct. They are used when there is uncertainty about what has occurred and what corrective action should be taken to address problems identified in specific staffing actions. Not responding to the results of an investigation or not undertaking required corrective action is unfair to employees; it undermines the vision of the staffing system outlined in the Act.

1.28 The PSC's 2009 audit of the Immigration and Refugee Board (IRB) found that the organization needed to improve its staffing practices and that there were gaps in addressing possible problems with some processes. Following the audit, the PSC and the IRB signed an agreement stating that the PSC would continue to audit appointments as they were made by the IRB for a period of one year (i.e. July 2009 to June 2010); in addition, the agreement indicated the IRB's concurrence that the PSC could investigate any internal appointment process identified in the audit, and that the IRB would implement appropriate corrective actions.

1.29 The IRB subsequently disagreed with the investigation procedures the Commission used to investigate and identify errors, omission or improper conduct. We found improvement in their staffing practices, as evidenced by the latest audit work and Departmental Staffing Accountability Report results. However, the IRB did not accept the conclusions or corrective actions in the majority of investigations completed as a result of the 2009 audit and the ongoing audit. As a result, the PSC is in the process of developing recommendations for an exclusion from the PSEA and its regulations whereby internal investigations and corrective actions will be the responsibility of the PSC rather than of the deputy head of the IRB.

## Merit and non-partisanship in the context of fiscal restraint

1.30 As the government enters a period of fiscal restraint, there will be pressures on the staffing system, and the role played by the PSC in providing independent assurance as to the integrity of that system will continue to be an important one.

1.31 The results of the fiscal restraint measures taken so far have already had an impact on hiring and staffing activities within the public service. There was a marked reduction in these activities in 2010-2011, dropping by 14.8% from last year. The Strategic and Operating Review to be undertaken in 2011-2012 will likely continue to reduce hiring and staffing and further reduce opportunities for lateral and upward mobility. This represents a significant change for many public servants, who have grown accustomed to rapid promotion in recent years. With fewer opportunities to be appointed, there will be increased pressure on the system to ensure that the core values of merit and non-partisanship, as well as the guiding values, are respected in each appointment process.

1.32 Restraint measures also mean that organizations will be called upon to achieve efficiencies by doing business differently, which will create added demands for the public service to innovate. From the Commission's standpoint, the current fiscal environment calls for:

- Proper use and better planning of the permanent and contingent workforces;
- A sound system for managing priority persons; and
- Ongoing, targeted recruitment.

1.33 **Integrated planning of the permanent and contingent workforces** – An effective staffing system requires a robust planning function, which integrates and aligns resources with business requirements. Planning should account for the mix of human resources options available in order to determine which option is best for any given organizational need or context. In the federal public service, this means integrating planning of the permanent workforce with the contingent workforce, which is composed of individuals hired for specified periods as term employees, casual workers, students and individuals contracted under a service contract pursuant to the *Financial Administration Act*, such as temporary help workers and consultants.

1.34 In the fiscal environment facing the public service now and over the medium term, there will be growing pressure on managers and their organizations to meet some operational requirements through the hiring of contingent workers. The utilization of contingent workers is a legitimate strategy for achieving organizational objectives. It is one of a set of human resourcing options open to managers, and it enables them to respond to business requirements in a flexible way.

1.35 In the public service context, however, the choice to resource using the contingent workforce must always be properly balanced with the need to respect the core PSEA values of merit and non-partisanship and the guiding values of fairness, access, transparency and representativeness. The Commission is concerned if the contingent workforce becomes a *de facto* recruitment strategy for long-term and indeterminate needs. As it stands, a high proportion of indeterminate hires (68.7% in 2010-2011) are individuals with some form of previous work experience with the public service, for instance as a specified term employee, casual employee or student.

1.36 In order to address this issue, managers must be adequately supported as they make decisions about their resourcing strategies. This underscores the importance of:

- Organizations conducting human resources planning that accounts for future needs with respect to both the permanent and contingent workforces;
- Managers being well informed about the proper uses of resources such as temporary help and casuals; and
- The PSC and organizations working together to ensure that managers have access to new tools, such as pools of contingent workers who meet merit in priority areas.

1.37 **Priority administration** – A "priority" person is an individual who has an entitlement under the PSEA or the *Public Service Employment Regulations* to be appointed ahead of all others to vacant positions in the public service, if the person meets the essential qualifications of the position. The PSC is responsible for ensuring that entitlements to priority appointments are observed, and it does so through the priority administration program.

1.38 While the Treasury Board of Canada Secretariat oversees the work force adjustment (WFA) appendices to the collective agreements, those employees who face discontinuance of work as a result of WFA may benefit from a surplus priority entitlement. Any increase in WFA activities in organizations, therefore, translates into increased numbers of employees registered as surplus priorities in the Priority Information Management System (PIMS). In addition to administering PIMS, the PSC also provides advice and guidance to organizations as they assess employees who may be declared surplus or laid off from the public service.

1.39 The PSC undertook an evaluation of the priority administration program over the course of 2010-2011 to ensure that it is sound. In light of the government's commitment to continued fiscal restraint, ensuring that the program is effective will be increasingly important. The evaluation identified the following key issues as requiring attention:

- The need for the PSC and organizations to strengthen their priority administration capacity, notably in the clarification of roles and responsibilities and through increased training to provide consistent information, advice and referrals;
- The need to explore ways of ensuring that employee performance issues are not addressed through the priority administration program;

- The need for stronger monitoring to ensure that registrations are timely, that referrals are not too broad, that assessments are fair, that appropriate feedback is provided and that priority persons respond appropriately and quickly when referrals and job offers are received; and
- The need to examine options regarding appropriate mechanisms for priority persons who do not believe that they were treated fairly.

1.40 In the coming year, the PSC will implement a series of measures, including developing new support tools, to ensure that the priority administration program, including PIMS, is well-placed to support the needs of deputy heads and organizations.

1.41 **Recruitment** – Due to current fiscal restraints, there was almost no growth in the core public service population in 2010-2011; it increased by only 0.3%. This reflected a sharp decline in new hires to the public service over the course of the year. The number of new indeterminate hires dropped to 7 248, 32.4% less than in 2009-2010.

1.42 In addition, fewer young individuals joined the public service in 2010-2011. The number of new indeterminate employees aged less than 35 years dropped by 27.7%, from 9 124 in 2009-2010 to 6 590 in 2010-2011. This contributed to reducing the number of public service employees within this demographic for the first time in a decade. Similarly, the number of new hires appointed through the Post-secondary Recruitment program dropped by 23.8%, from 1 643 who entered through the fall 2009 campaign to 1 252 who entered through the fall 2010 campaign.

1.43 Despite the many challenges presented by fiscal restraint, there will be a continuing need to deliver programs and services to Canadians, and thus a continuing need for a professional public service comprised of highly qualified people. It will be important to keep in mind the lessons learned from the Program Review exercise in the mid-1990s, a similar time of spending cuts. As the Auditor General of Canada has shown,[1] the workforce adjustment initiatives introduced during that period produced significant changes in the profile of the public service, including its age structure and the composition of occupational groups. They also contributed to a "brain drain" and shortages in key occupational groups and skills.

1.44 From the Commission's standpoint, to avoid repeating the mistakes of the past, targeted recruitment must continue. The priority must be to ensure that the right people, with the right skills and competencies, are in place to deliver results for Canadians. This will require organizations to carefully align recruitment initiatives with the skills they identify as necessary for the future and to conduct highly disciplined, integrated planning of resourcing strategies. For its part, the PSC will continue to develop "smarter" approaches to recruitment that support the new and emerging needs of organizations as they adopt new business models.

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[1] See Canada. Auditor General of Canada. *Report to Parliament*. "Chapter 1: Expenditure and Work Force Reductions in the Public Service." Ottawa, April 1998.

## Looking forward

1.45 Although the public service is in a period of no growth, and potentially negative growth going forward, the essential role it plays in delivering programs and services to Canadians and providing objective, expert advice to ministers will not be diminished. In addition, the core PSEA values of merit and non-partisanship and the guiding values set out in PSC policies will be as important as ever. In a period of declining hiring and staffing activities, each appointment decision takes on an increased significance relative to the integrity of the system as a whole.

1.46 The PSC will work with Parliamentarians, deputy heads, organizations, bargaining agents and other stakeholders to ensure that the staffing system is responsive to the changing operational and fiscal context. In doing this, the PSC will build on the recommendations in its Special Report to Parliament to address three principal issues requiring ongoing attention:

- Improving the effectiveness of the staffing system;
- Enhancing the approach to safeguarding the non-partisanship of the public service; and
- Strengthening the governance and operation of the Commission.[2]

1.47 The results of the legislative review of the PSMA are expected to be tabled by the President of the Treasury Board in 2011-2012. The PSC will respond to the recommendations that are made.

1.48 Finally, we would like to reiterate our commitment to supporting a smooth transition to a new Commission over the coming months. We would also like to extend sincere thanks to the staff of the PSC, who have supported us during our tenure. They play a key role in ensuring that Canadians will continue to benefit in the future from a professional public service in which the core values of merit and non-partisanship are independently protected.

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[2] See Canada. Public Service Commission of Canada. *Merit and non-partisanship under the* Public Service Employment Act *(2003)*. Ottawa, 2011.

# Chapter 2

# Hiring and staffing activity under the *Public Service Employment Act*

# 2 Hiring and staffing activity under the *Public Service Employment Act*

**Highlights:**

- In 2010-2011, there was a substantial decline in both the number of appointments to the public service and the number of internal staffing activities.
- As inflow to the public service dropped, workforce growth was minimal (0.3%).
- Indeterminate hiring declined more than specified term, casual or student hiring.
- The number of employees in the public service less than 35 years old decreased for the first time in a decade.
- There were fewer reductions in external hiring and internal staffing activities in the National Capital Region (NCR) than in the other regions.

2.1 This chapter provides an overview of hiring and staffing activities in organizations under the *Public Service Employment Act* (PSEA) during fiscal year 2010-2011.[3] Fewer hiring and staffing activities took place in 2010-2011 than in each of the four previous years. These reductions affected the hiring of new employees, as well as mobility within and between organizations under the Act. They also had an impact on the growth and composition of the overall population under the PSEA.

## Employees under the *Public Service Employment Act*

2.2 The number of individuals in organizations under the PSEA remained practically unchanged in 2010-2011 compared to the previous year. These organizations accounted for a total of 216 709 individuals as of March 2011, consisting of 191 693 in indeterminate positions, 12 453 in specified term positions, 7 685 casual workers and 4 878 students. This was 664 individuals more than in March 2010, and marked the second year in a row in which the overall pace of growth in the size of the population slowed, falling from 4.5% in 2008-2009 to 3.4% in 2009-2010 and to 0.3% in 2010-2011. In the three years prior to 2010-2011, the PSEA population growth averaged 8 000 employees a year, for an annual growth rate of 4.0%.

2.3 The minimal growth in 2010-2011 resulted from a drop in hiring activities rather than a rise in departures from the public service. Over the past three years, the rate of intake of new indeterminate employees has declined continuously, while departure rates have remained relatively stable.

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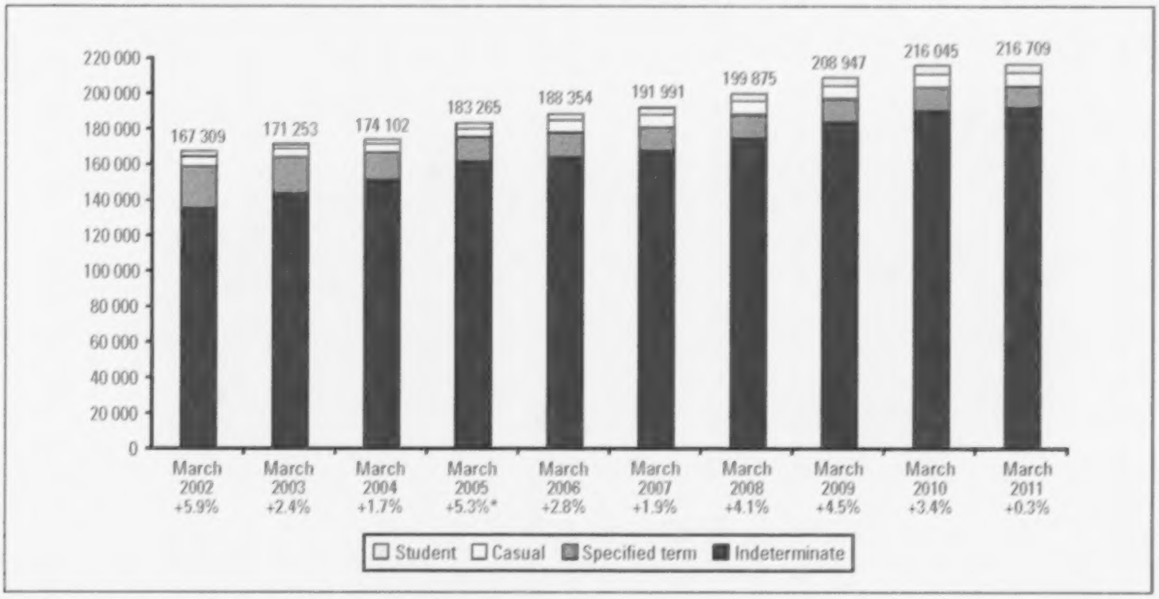
[3] This includes indeterminate and specified term appointments to the public service, indeterminate and specified term staffing activities within the public service, casual hiring and student hiring.

## **Figure 1:** *Public Service Employment Act* population by year, tenure and year over year change (%)



**Source:** Public Service Commission population files

* The growth in March 2005 includes the transfer of 9 507 employees from the Canada Revenue Agency to the Canada Border Services Agency. The number of employees in other organizations under the *Public Service Employment Act* decreased by 0.2% from March 2004 to March 2005.

2.4 While the number of specified term, casual and student workers in PSEA organizations decreased by 712 (2.8%) in 2010-2011, the indeterminate population grew slightly by 1 376 (0.7%), reaching a total of 191 693 employees in March 2011. The proportion of indeterminate PSEA employees increased from 88.1% in March 2010 to 88.5% in March 2011. This extended the upward trend that began in March 2006, when indeterminate employees accounted for 87.1% of the PSEA population.

2.5 The Public Service Commission (PSC) also administers Part 7 of the PSEA, which governs the political activities of employees (see Chapter 4). As of March 2011, Part 7 covered 47 272 individuals in 6 organizations not subject to the PSEA for staffing purposes, but whose enabling legislation provides that the political activities provisions of the PSEA apply. This amounted to 1 227 (2.5%) fewer individuals than in March 2010.

## Overall public service hiring and staffing activities

2.6 Total hiring and staffing activities to and within the public service dropped by 14.8% from last year. There were 105 630 hiring activities in 2010-2011, down from 123 920 in 2009-2010.

### *Hiring activities to the public service*

2.7 There were 47 759 hires into the public service from outside in 2010-2011, 7 940 (14.3%) fewer than in 2009-2010. The decrease was widespread among organizations under the PSEA. A total of 30 of the 39 organizations[4] with at least 100 hires in 2010-2011 reduced their hiring activities. Similarly, 27 of the 33 occupational groups[5] with at least 100 hires in 2010-2011 had fewer hires than in 2009-2010.[6]

2.8 Indeterminate hiring into the public service had the largest decrease in 2010-2011, with almost one third (32.4%) fewer appointments this year (7 248) than last year (10 718). Consistent with this trend, indeterminate hiring accounted for a smaller share of all hires this year (15.2%) than in 2009-2010 (19.2%), after peaking at 22.4% in 2008-2009. Specified term hiring also decreased substantially in 2010-2011. It dropped by 21.9%, falling from 11 188 the previous year to 8 740, and is now at a level comparable to the low levels observed during the Expenditure Review period in the mid-2000s.

2.9 Reductions of casual and student hiring were less pronounced. Casual hiring declined by 6.3% in 2010-2011 and, after five years of continuous increase, student hiring declined by 5.6%.

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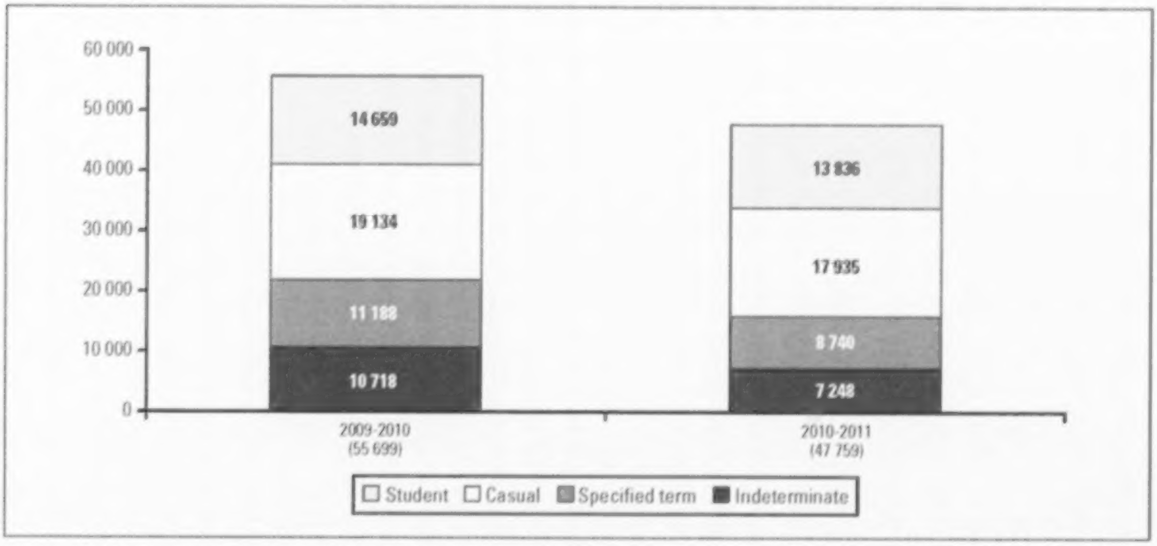
[4] These 39 organizations accounted for 97.7% of all hires in 2010-2011.

[5] These 33 occupational groups accounted for 68.6% of all hires in 2010-2011, and for 96.6% of hires other than students.

[6] Information on individual organizations is available in Appendix 2, Table 44; information on individual occupational groups is available in Appendix 2, Table 38.

## **Figure 2:** Hiring activities under the *Public Service Employment Act* by tenure and fiscal year



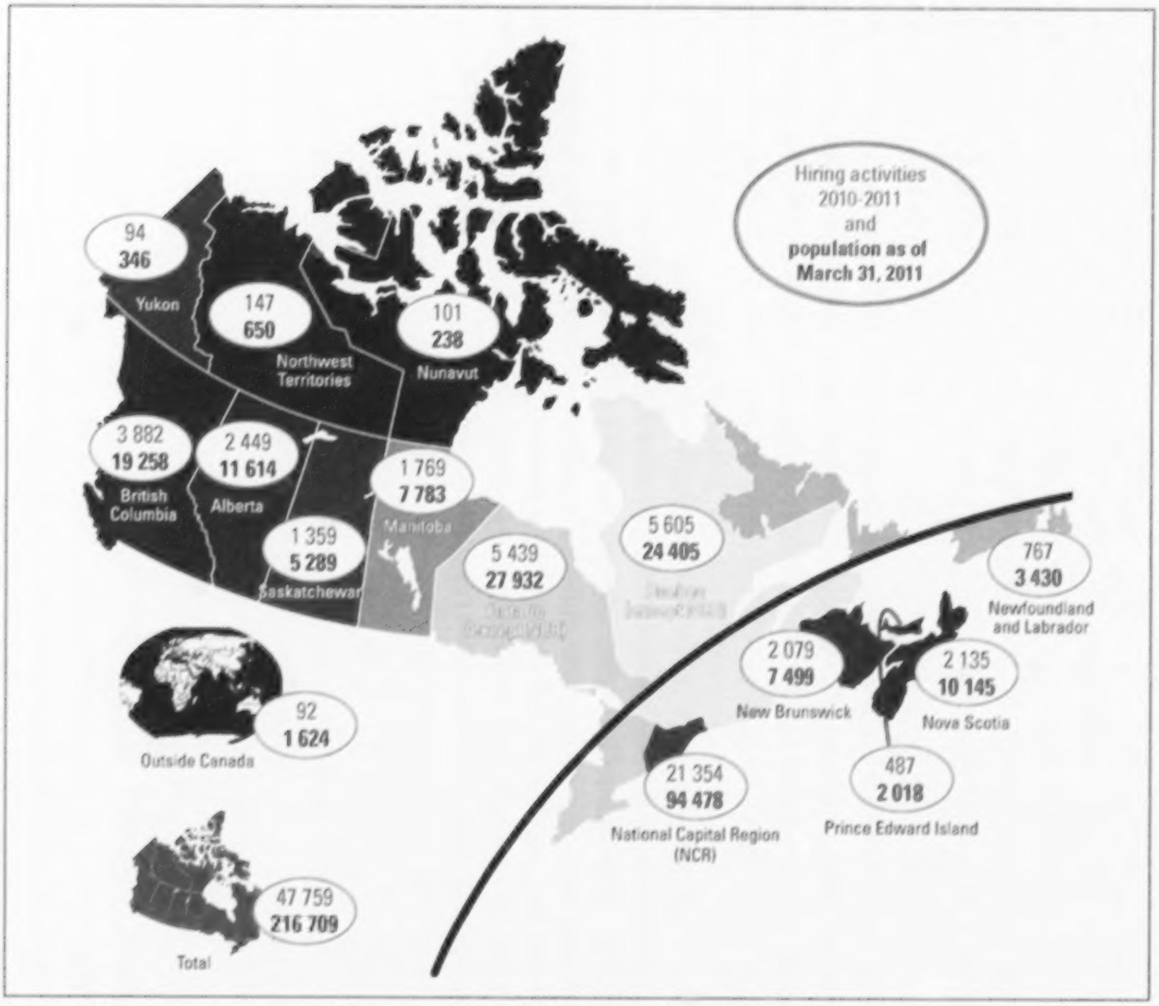
**Source:** Public Service Commission hiring and staffing activities files

2.10 Fewer young employees joined the public service this year. The number of new indeterminate employees less than 35 years old dropped by 27.7%, from 9 124 in 2009-2010 to 6 590 in 2010-2011. This contributed to reducing the number of public service employees within this demographic for the first time in a decade. From March 2010 to March 2011, the number of young indeterminate employees declined by 212 (0.5%). In the three years prior to 2010-2011, it had increased by more than 3 500 employees a year, on average.

### *Hiring activity to the public service by geographic area*

2.11 Hiring into the public service declined in most parts of the country in 2010-2011, but less so (10.2%) in the NCR compared to other regions (17.3%). As a result, the PSEA population in the NCR increased slightly (1.6%), while the PSEA population in other regions slightly decreased (0.7%). The difference in hiring activity between the NCR and other regions also accentuated the concentration of employment in the NCR, which amounted to a share of 43.0% in March 2010 and 43.6% in March 2011.

**Figure 3:** Hiring activities and population under the *Public Service Employment Act* by geographic area


Hiring activities 2010-2011 and **population as of March 31, 2011**
94
**346**
Yukon
147
**650**
Northwest Territories
101
**238**
Nunavut
3 882
**19 258**
British Columbia
2 449
**11 614**
Alberta
1 359
**5 289**
Saskatchewan
1 769
**7 783**
Manitoba
5 439
**27 932**
Ontario (except NCR)
5 605
**24 405**
Quebec (except NCR)
767
**3 430**
Newfoundland and Labrador
2 079
**7 499**
New Brunswick
2 135
**10 145**
Nova Scotia
487
**2 018**
Prince Edward Island
21 354
**94 478**
National Capital Region (NCR)
92
**1 624**
Outside Canada
47 759
**216 709**
Total

**Source:** Public Service Commission hiring and staffing activities and population files

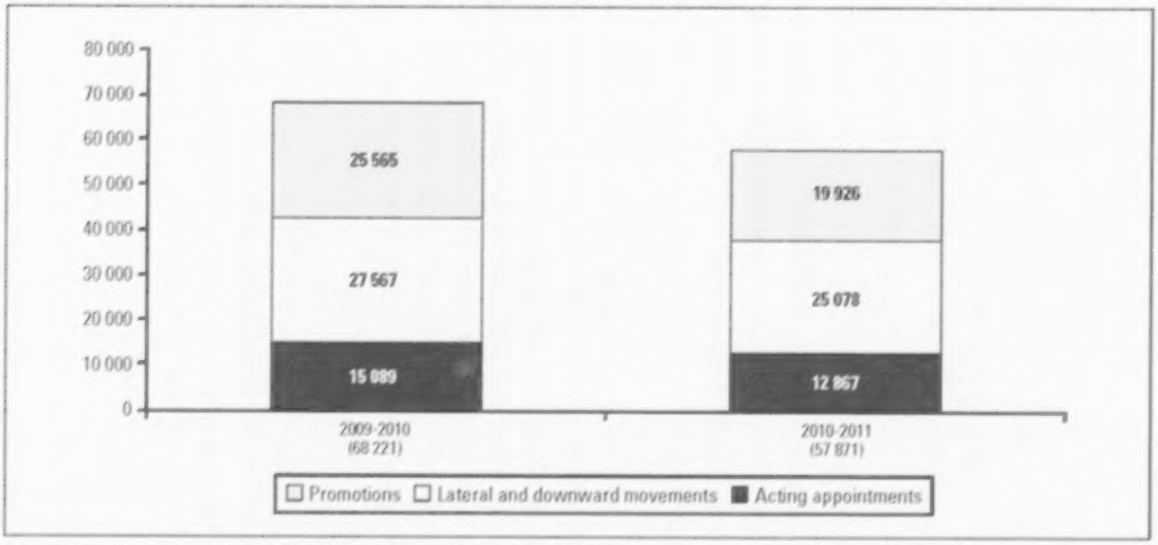
**Note:** Totals include indeterminate and specified term employees, casuals and student hiring activities to the public service and population.

### *Staffing activities within the public service*

2.12 The number of staffing activities within the public service also declined in 2010-2011. A total of 57 871 indeterminate and specified term staffing activities occurred within and across PSEA organizations during the year, 10 350 (15.2%) fewer than in 2009-2010.

2.13 All types of activities were down for a second consecutive year. The number of promotions was 19 926 this year, a drop of 5 639 (22.1%) compared to 2009-2010. Acting appointments decreased by 2 222 (14.7%) to 12 867, and lateral and downward movements by 2 489 (9.0%) to 25 078. Internal specified term staffing activity rates were down to levels observed during the period of fiscal restraint (Expenditure Review) in the mid-2000s, but remained above levels observed during the period of more comprehensive restraint (Program Review) in the mid- to late 1990s.

**Figure 4:** Internal staffing activities under the *Public Service Employment Act* by type and fiscal year



**Source:** Public Service Commission hiring and staffing activities files

**Note:** Lateral and downward movements include deployments. Acting appointments exclude appointments of less than four months.

2.14 Thirty-eight of the 43 organizations[7] with at least 100 internal staffing activities in 2010-2011 reduced their activities this year. Similarly, 30 of the 37 occupational groups[8] with at least 100 internal staffing activities in 2010-2011 experienced a reduction in mobility.[9] Of the five organizations that showed a growth in internal staffing activities in 2010-2011, the Royal Canadian Mounted Police and the Public Health Agency of Canada had the largest increases, with 257 (11.9%) and 83 (9%) respectively. Of the seven occupational groups that showed a growth in internal staffing activities in 2010-2011, Welfare Programmes (WP) and Border Services (FB) had the largest increases, with 118 (14.6%) and 94 (4.9%) respectively.

2.15 Internal staffing activities declined by 13.5% in the NCR and by 17.2% in other regions. All three types of staffing activities (promotions, lateral and downward movements and acting appointments) displayed a comparable regional gap.

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[7] These 43 organizations accounted for 98.7% of all internal staffing activities in 2010-2011.

[8] These 37 occupational groups accounted for 98.2% of all internal staffing activities in 2010-2011.

[9] Information on individual organizations is available in Appendix 2, Table 44; information on individual occupational groups is available in Appendix 2, Table 38.

2.16 Despite this decline in staffing activities, the PSC's 2010 Survey of Staffing found that nearly one quarter of public service employees were involved in staffing processes (advertised or non-advertised) for term or indeterminate appointments. This proportion of employees participating in staffing activities is similar to the proportion in the periods covered by the 2008 and 2009 surveys.

### *Appointments of new indeterminate employees*

2.17 A total of 11 782 new indeterminate employees were appointed in 2010-2011, through either external recruitment (7 248) or the appointment of former specified term employees (4 534). This amounted to 4 647 (28.3%) fewer appointments than in 2009-2010, and reflected reductions in both external hiring (32.4%) and specified term to indeterminate appointments (20.6%). The number of new indeterminate employees had already dropped by 18.2% last year, after reaching its highest level in a decade in 2008-2009, when there were 20 087 appointments.

2.18 External hiring remained the main source of new indeterminate employees and accounted for 61.5% of appointments in 2010-2011. However, this share was down from 65.2% in 2009-2010, ending an upward trend observed since the revision of the *Term Employment Policy* in 2003-2004. Prior to 2006-2007, a majority of new indeterminate employees were working as specified terms at the time they became indeterminate.

2.19 Regions outside the NCR had the largest decrease in indeterminate inflow (31.5%), although the decrease was also substantial in the NCR (24.6%). Use of specified term to indeterminate appointments to fill indeterminate positions was more common outside the NCR, and reached 47.9% in 2010-2011 compared to 28.8% in the NCR.

## The Executive Group

### *Executive population*

2.20 The number of indeterminate and specified term Executive (EX) employees under the PSEA increased in 2010-2011, as new EXs outnumbered departures from the group, in spite of a reduction in EX intake. The EX population grew by 3.3%, from 4 939 in March 2010 to 5 102 in March 2011. Of these 5 102 employees, 5 077 (99.5%) were indeterminate, up 166 (3.4%) from the year before. The number of specified term EXs remained virtually unchanged, with 28 in March 2010 and 25 in March 2011. Over the same period, growth of the public service overall was much lower (0.3%). Faster growth of the EX population resulted in a drop in the ratio of non-EX employees per EX. In March 2011, there were 39 employees in groups other than the EX Group for each EX employee. This ratio is down from 40.3 in March 2010. The average age of the EX population remained virtually unchanged in 2010-2011, at 50 years (compared to 44.6 years for the non-EX population).

2.21 Much of the growth in the EX population was concentrated at the EX-1 level. The number of employees at this level increased by 5.3% over the year, from 2 669 in March 2010 to 2 810 in March 2011, compared to an average increase of 1.0% at higher levels. Consequently, the proportion of EXs at the EX-1 level also increased over the period, from 54.0% to 55.1%.

## **Table 1:** *Public Service Employment Act* population in the Executive Group by level and year

| Level | March 2007 | March 2008 | March 2009 | March 2010 | March 2011 |
|---|---|---|---|---|---|
| EX-1 | 2 144 | 2 278 | 2 560 | 2 669 | 2 810 |
| EX-2 | 996 | 1 072 | 1 082 | 1 153 | 1 158 |
| EX-3 | 728 | 734 | 786 | 814 | 835 |
| EX-4 | 172 | 195 | 192 | 208 | 207 |
| EX-5 | 81 | 78 | 96 | 95 | 92 |
| **Total** | **4 121** | **4 357** | **4 716** | **4 939** | **5 102** |

**Source:** Public Service Commission population files

**Note:** Totals include indeterminate and specified term employees.

### *Appointment of new indeterminate Executive employees*

2.22 Appointments of new indeterminate EXs declined in 2010-2011 for the second year in a row. There were 592 such appointments, 85 (12.6%) fewer than in 2009-2010. Inflow of indeterminate EX employees peaked at 793 in 2008-2009.

2.23 Consistent with previous years, in 2010-2011, the majority (87.7%) of new indeterminate EXs were appointed from other occupational groups within the public service rather than hired from outside (11.7%) or appointed from specified term status (0.7%). New indeterminate EXs came predominantly from the Economics and Social Science Services (EC) (26.7%), Administrative Services (AS) (11.0%), and Program Administration (PM) (10.0%) occupational categories.

2.24 As many as 50 organizations appointed new indeterminate EXs in 2010-2011. The greatest number of these appointments occurred in two large organizations: Human Resources and Skills Development Canada and Public Works and Government Services Canada.

## **Table 2:** Staffing activities of new indeterminate Executive employees under the *Public Service Employment Act* by source and fiscal year

| Source of new Executive employees | 2006-2007 | | 2007-2008 | | 2008-2009 | | 2009-2010 | | 2010-2011 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| From other occupational groups within the public service | 524 | 87.0 | 556 | 85.0 | 698 | 88.0 | 596 | 88.0 | 519 | 87.7 |
| Appointments to the public service | 76 | 12.6 | 93 | 14.2 | 91 | 11.5 | 78 | 11.5 | 69 | 11.7 |
| Appointment of term Executives to indeterminate positions | 2 | 0.3 | 5 | 0.8 | 4 | 0.5 | 3 | 0.4 | 4 | 0.7 |
| **Total** | **602** | **100.0** | **654** | **100.0** | **793** | **100.0** | **677** | **100.0** | **592** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

2.25 Regions outside the NCR were affected more strongly by the decrease in EX inflow. There were 31.1% fewer appointments than in 2009-2010, compared to a reduction of only 6.8% in the NCR. Consistent with this trend, the number of indeterminate EXs grew by 4.5% in the NCR and remained unchanged in the rest of the country. As a result, the proportion of EXs working in the NCR increased to 75.6%, from 74.8% the year before.

2.26 In addition to these new indeterminate EXs, 26 specified terms and 151 casuals were hired to the EX group in 2010-2011. Specified term hiring was consistent with levels observed over the past decade, but casual hiring was down 18.8% relative to 2009-2010. This ended an upward trend that began with 6 casual hires in 2001-2002 and concluded with 186 hires in 2009-2010.

### *Staffing activities within the Executive Group*

2.27 Indeterminate staffing activities within the EX Group were down by 20 (1.6%) in 2010-2011, dropping from 1 265 in 2009-2010 to 1 245 this year. However, this relative stability is the net result of a large decline in promotions and increases in acting appointments, as well as lateral and downward movement.

2.28 There were 24.2% fewer promotions within the EX Group in 2010-2011, with 341 promotions compared to 450 in 2009-2010. The number of promotions of EX-1 employees to the EX-2 level was down by 30.9%. Outside the NCR, promotions from the EX-1 to EX-2 level decreased by more than a third (35.4%).

## **Table 3:** Indeterminate staffing activities under the *Public Service Employment Act* within the Executive Group by type and fiscal year

| Appointment type | 2006-2007 | 2007-2008 | 2008-2009 | 2009-2010 | 2010-2011 |
|---|---|---|---|---|---|
| Promotions | 342 | 393 | 448 | 450 | 341 |
| Lateral and downward movements | 538 | 490 | 564 | 624 | 689 |
| Acting appointments | 195 | 249 | 182 | 191 | 215 |
| **Total** | **1 075** | **1 132** | **1 194** | **1 265** | **1 245** |

**Source:** Public Service Commission hiring and staffing activities files

**Note:** Includes staffing activities to indeterminate Executive positions of employees who were already indeterminate Executives prior to the movement. Lateral and downward movements include deployments. Excludes acting appointments of less than four months.

2.29 The number of EX lateral and downward movements grew by 10.4% this year, from 624 to 689. This is largely explained by a 66.7% increase in lateral movements at the EX-3 level, which rose from 84 in 2009-2010 to 140 in 2010-2011. This contrasted with a decrease in lateral movements at the EX-2 level (13.4%) and a much smaller increase at the EX-1 level (3.8%). Most of the increase in lateral and downward mobility occurred outside the NCR.

2.30 EX acting appointments increased by 12.6% in 2010-2011. Acting appointments to the EX-3 level grew by 28.8%. While acting appointments were up 33.1% in the NCR, they dropped by 31.1% in other regions.

2.31 There were 1.9% fewer separations within the EX Group in 2010-2011, with 416 separations during the year compared to 424 in 2009-2010. Retirements accounted for over 80% of all EX separations in 2010-2011, while resignations accounted for nearly 16%. Separations within the EX-1, EX-2 and EX-5 levels were relatively stable compared to 2009-2010. Separations within the EX-3 level decreased by 16, from 98 in 2009-2010 to 82 in 2010-2011, and separations at the EX-4 level increased by 6, from 24 to 30 over the same period.

### *Staffing activities and official languages in the Executive Group*

2.32 In 2010-2011, the proportion of indeterminate and specified term staffing activities to and within the EX Group that resulted from bilingual imperative processes decreased for the first time in nearly a decade. After rising from 52.9% in 2002-2003 to 79.5% in 2009-2010, the proportion fell to 77.8% this year. Although staffing activities to unilingual positions accounted for a slightly larger share of EX appointments in 2010-2011, the main difference came from an increase in the share of non-imperative bilingual appointments, which rose from 9.5% in 2009-2010 to 10.9% this year.

## **Table 4:** Executive indeterminate and specified term staffing activities under the *Public Service Employment Act* by language requirements of position and fiscal year

| **Language requirements of position** | | **Executive staffing activities** | | | |
|---|---|---|---|---|---|
| | | **2009-2010** | | **2010-2011** | |
| | | No. | % | No. | % |
| Bilingual positions | Imperative | 1 914 | 79.5 | 1 804 | 77.8 |
| | Non-imperative | 229 | 9.5 | 253 | 10.9 |
| | **Subtotal** | **2 143** | **89.0** | **2 057** | **88.7** |
| Unilingual positions | English essential | 236 | 9.8 | 241 | 10.4 |
| | French essential | 2 | 0.1 | 2 | 0.1 |
| | English or French essential | 27 | 1.1 | 19 | 0.8 |
| | **Subtotal** | **265** | **11.0** | **262** | **11.3** |
| **Total** | | **2 408** | **100.0** | **2 319** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

**Note:** Includes appointments to the public service, promotions, lateral and downward movements and acting appointments. Percent distributions are based on cases where language requirements of the position are known but totals also include staffing activities where language requirements of the position are not specified.

2.33 Non-imperative processes accounted for 9.1% of indeterminate hiring and staffing activities to EX bilingual positions, excluding acting appointments, up from 7.7% in 2009-2010. A small proportion (0.4%) of appointees to bilingual positions did not meet the linguistic requirements of the position upon appointment. The remaining 8.7% met or were exempt from meeting the requirements.

## **Table 5:** Indeterminate appointments and staffing activities to Executive bilingual positions under the *Public Service Employment Act* by language requirements of position and fiscal year

| Language requirements of position | | 2006-2007 No. | 2006-2007 % | 2007-2008 No. | 2007-2008 % | 2008-2009 No. | 2008-2009 % | 2009-2010 No. | 2009-2010 % | 2010-2011 No. | 2010-2011 % |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Bilingual imperative | | 1 160 | 86.7 | 1 273 | 89.3 | 1 500 | 91.8 | 1 486 | 92.3 | 1 358 | 90.9 |
| Bilingual non-imperative | Employee meets requirements upon appointment or is exempted from the requirements | 148 | 11.1 | 143 | 10.0 | 116 | 7.1 | 116 | 7.2 | 130 | 8.7 |
| | Employee does not meet requirements upon appointment | 30 | 2.2 | 9 | 0.6 | 18 | 1.1 | 8 | 0.5 | 6 | 0.4 |
| | **Subtotal** | **178** | **13.3** | **152** | **10.7** | **134** | **8.2** | **124** | **7.7** | **136** | **9.1** |
| **Total** | | **1 338** | **100.0** | **1 425** | **100.0** | **1 634** | **100.0** | **1 610** | **100.0** | **1 494** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

**Note:** Includes appointments to the public service, promotions, lateral and downward movements but excludes acting appointments. Some numbers released previously have been revised.

## Official languages

### *Staffing activities and official languages in the public service*

2.34 Indeterminate and specified term hiring to unilingual positions declined by 29.2% last year, compared to a decline of 21.1% in the case of hiring to bilingual positions. Nevertheless, the majority of hiring opportunities remained accessible to unilingual persons, as 70.4% of 2010-2011 hiring was to unilingual positions. Most of these were to unilingual English positions.

2.35 The proportion of recruits with English as their first official language decreased from 71.5% in 2009-2010 to 70.0% in 2010-2011, but the linguistic composition of the PSEA population changed little. The share of employees with English as their first official language declined slightly, from 69.5% to 69.3%.

2.36 Indeterminate and specified term internal staffing activities to unilingual positions were down 15.6%, comparable to the 14.8% decline among staffing activities to bilingual positions. Half (49.5%) of the staffing activities within the public service were to unilingual positions, the majority of which were to English essential positions.

2.37 More than three out of four (75.6%) internal staffing activities outside the NCR were to unilingual positions. This is consistent with the preponderance of English essential positions in these regions. In the NCR, defined as a bilingual region for the purposes of the *Official Languages Act*, 71.7% of internal staffing activities were to bilingual positions.

## **Table 6:** Indeterminate and specified term staffing activities under the *Public Service Employment Act* by language requirements of position, type of appointment and fiscal year

| Language requirements of position | | Appointments to the public service | | | | Staffing activities within the public service | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | 2009-2010 | | 2010-2011 | | 2009-2010 | | 2010-2011 | |
| | | No. | % | No. | % | No. | % | No. | % |
| Bilingual positions | Imperative | 5 729 | 26.2 | 4 617 | 29.0 | 31 915 | 46.8 | 27 439 | 47.5 |
| | Non-imperative | 260 | 1.2 | 106 | 0.7 | 2 344 | 3.4 | 1 748 | 3.0 |
| | **Subtotal** | **5 989** | **27.4** | **4 723** | **29.6** | **34 259** | **50.3** | **29 187** | **50.5** |
| Unilingual positions | English essential | 12 581 | 57.6 | 8 771 | 55.0 | 29 115 | 42.7 | 24 471 | 42.3 |
| | French essential | 1 598 | 7.3 | 1 096 | 6.9 | 2 218 | 3.3 | 2 002 | 3.5 |
| | English or French essential | 1 663 | 7.6 | 1 356 | 8.5 | 2 548 | 3.7 | 2 134 | 3.7 |
| | **Subtotal** | **15 842** | **72.6** | **11 223** | **70.4** | **33 881** | **49.7** | **28 607** | **49.5** |
| **Total** | | **21 906** | **100.0** | **15 988** | **100.0** | **68 221** | **100.0** | **57 871** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

**Note:** Includes appointments to the public service, promotions, lateral and downward movements and acting appointments. Percent distributions are based on cases where language requirements of the position are known but totals also include staffing activities where language requirements of the position are not specified. Most employees appointed on a non-imperative basis met linguistic requirements of the position.

2.38 Appointees with English as their first official language accounted for 74.2% of all indeterminate and specified term hires outside the NCR. This is consistent with the proportion of English essential positions in these regions. In the NCR, almost two out of three hires had English as their first official language (64.0%).

## **Table 7:** Indeterminate and specified term appointments to the public service under the *Public Service Employment Act* by first official language group and fiscal year within and outside the National Capital Region

| Region | First official language group | 2006-2007 | | 2007-2008 | | 2008-2009 | | 2009-2010 | | 2010-2011 | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | No. | % | No. | % | No. | % | No. | % | No. | % |
| Within the NCR | Anglophones | 4 266 | 60.4 | 5 428 | 60.3 | 6 415 | 61.8 | 5 633 | 64.1 | 4 191 | 64.0 |
| | Francophones | 2 793 | 39.6 | 3 578 | 39.7 | 3 966 | 38.2 | 3 161 | 35.9 | 2 354 | 36.0 |
| | **Subtotal** | **7 092** | **100.0** | **9 037** | **100.0** | **10 411** | **100.0** | **8 819** | **100.0** | **6 562** | **100.0** |
| Outside the NCR | Anglophones | 8 212 | 78.3 | 9 879 | 77.9 | 10 145 | 76.6 | 9 963 | 76.6 | 6 900 | 74.2 |
| | Francophones | 2 275 | 21.7 | 2 806 | 22.1 | 3 104 | 23.4 | 3 041 | 23.4 | 2 400 | 25.8 |
| | **Subtotal** | **10 607** | **100.0** | **12 801** | **100.0** | **13 333** | **100.0** | **13 087** | **100.0** | **9 426** | **100.0** |
| **Total** | | 17 699 | | 21 838 | | 23 744 | | 21 906 | | 15 988 | |

**Source:** Public Service Commission hiring and staffing activities files

**Note:** Some numbers released previously have been revised. Percent distributions are based on cases where first official language is known but sub-totals and totals also include staffing activities where first official language group is not specified.

### *Public Service Official Languages Exclusion Approval Order*

2.39 Positions may be staffed on a non-imperative basis under specific circumstances, as provided for under the Treasury Board *Directive on the Staffing of Bilingual Positions*. The *Public Service Official Languages Exclusion Approval Order* (the Order) and the *Public Service Official Languages Appointment Regulations* (the Regulations) are the statutory instruments whereby a person may be excluded from meeting the language requirements of a position for up to a maximum period of four years, if the appointment was the result of a non-imperative staffing process.

2.40 Non-imperative appointment processes accounted for a smaller proportion of indeterminate appointments to bilingual positions in 2010-2011 (5.2%). This extended the downward trend that reduced the proportion from 23.1% in 2001-2002 to 6.3% in 2009-2010.

## **Table 8:** Indeterminate appointments and staffing activities to all bilingual positions (including the Executive Group) under the *Public Service Employment Act* by language requirements of position and fiscal year

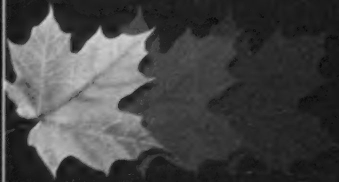
| **Language requirements of position** | | **2006-2007** | | **2007-2008** | | **2008-2009** | | **2009-2010** | | **2010-2011** | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | No. | % | No. | % | No. | % | No. | % | No. | % |
| Bilingual imperative | | 20 861 | 89.9 | 25 421 | 92.2 | 28 155 | 92.9 | 28 046 | 93.7 | 23 587 | 94.8 |
| Bilingual non-imperative | Employee meets requirements upon appointment or is exempted from the requirements | 1 955 | 8.4 | 1 768 | 6.4 | 1 757 | 5.8 | 1 631 | 5.4 | 1 080 | 4.3 |
| | Employee does not meet requirements upon appointment | 383 | 1.7 | 386 | 1.4 | 403 | 1.3 | 265 | 0.9 | 203 | 0.8 |
| | **Subtotal** | **2 338** | **10.1** | **2 154** | **7.8** | **2 160** | **7.1** | **1 896** | **6.3** | **1 283** | **5.2** |
| **Total** | | **23 199** | **100.0** | **27 575** | **100.0** | **30 315** | **100.0** | **29 942** | **100.0** | **24 870** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

**Note:** Includes appointments to the public service, promotions, lateral and downward movements but excludes acting appointments. Some numbers released previously have been revised.

2.41 Over the past five years, appointees entitled to receive language training because they did not meet the language requirements of the position when appointed through a non-imperative process accounted for a decreasing share of appointments, falling from 1.7% in 2005-2006 to 0.8% this year. These appointees must meet the language requirements within the maximum time period allowed by the Order and the Regulations.

2.42 The PSC continued to monitor organizations to assess their compliance with the legislative requirements of the Order. Since the current Order and the Regulations came into force on December 31, 2005, organizations opting to staff non-imperatively have gradually grown more familiar with their obligations and each year there has been a decline in the number of cases that do not meet the requirements. There were 22 such cases as of March 31, 2011, a decrease from the 55 cases reported in 2009-2010. This decline continues the steady trend of fewer non-compliant cases, since the PSC reported 320 such cases as of March 31, 2006. The PSC is actively monitoring and working in close collaboration with organizations to ensure that the Order and the Regulations are implemented as required.



# Chapter 3

# Overall progress regarding merit and the guiding values

# 3 Overall progress regarding merit and the guiding values

**Highlights:**

- In 2010-2011, Public Service Commission (PSC) oversight activities found that the core value of merit is generally being respected in appointment processes.
- There was a significant decline in the use of non-advertised processes for acting appointments of four months or longer, to 69.1% from 80.5% in 2009-2010. However, this remains a key factor in employee perceptions about the fairness of the staffing system.
- The national area of selection (NAOS) requirement in the PSC *Area of Selection Policy* continues to enhance access for Canadians to externally advertised positions. The use of NAOS is resulting in improved access to long-term and indeterminate positions at both the officer and non-officer levels.
- Three of the four employment equity (EE) designated groups continue to be appointed to the federal public service at rates above their workforce availability. However, more work is needed to improve the appointment rate of persons with disabilities.
- Employee views about the fairness of the overall staffing process decreased to 74% in 2010, from 76% in 2009. About a quarter of employees persistently feel to some extent or not at all that the overall staffing process was fairly run.

3.1 Merit is one of the cornerstones of an independent, professional public service and responsible democratic government. It is also the foundation of the legislative and policy frameworks for staffing in the federal public service.

3.2 The intent of the *Public Service Employment Act* (PSEA) and the PSC Appointment Policy Framework is to create a staffing system that is founded on merit, non-partisanship and the guiding values and that enables deputy heads and their sub-delegated managers to meet operational requirements and, therefore, achieve results for Canadians. Realizing this objective requires ongoing effort by deputy heads, managers, the PSC and other stakeholders as the staffing system matures and responds to economic, demographic and other changes in the environment.

3.3 This chapter presents the PSC's overall assessment of performance regarding merit and the guiding values in 2010-2011, based on the results of its various oversight and other activities.

## Overall assessment

3.4 The PSC is accountable to Parliament for the overall integrity of the staffing system. The PSC operationalizes and safeguards the core and guiding values of the system through an integrated framework of legislation, regulations and policies, and monitors and holds delegated deputy heads and sub-delegated managers accountable for their appointment-related decisions.

3.5 Based on the results of PSC audits, studies, ongoing monitoring and other oversight activities in 2010-2011, the core value of merit is generally being respected in appointment processes. In particular, the Commission concludes that there have been improvements in the following areas:

- Hiring managers are doing a better job of applying the merit test; audits have identified a smaller number of cases were merit has not been met;
- Organizations continue to make progress in developing systematic staffing strategies that support staffing priorities and business objectives; and
- Organizations are demonstrating stronger staffing capacity, including sub-delegation to managers with the required knowledge and ensuring access to tools, policies and guides.

3.6 However, the results of PSC audits continued to show that, in a small proportion of cases, merit was not met through error, omission or improper conduct. In addition, the Commission remains concerned about the high number of appointments, identified through audits, where merit was not demonstrated by organizations, in either the staffing file or other organizational records. PSC audits also found indicators of error, omission or improper conduct in a number of appointments that could jeopardize the guiding values of the staffing system. This included tailoring the statement of merit criteria in favour of a particular candidate, modifying the language requirements during the appointment process to match the proficiency level of the appointee or involving the appointee in the development of the assessment tool.

3.7 Inadequate demonstration of merit may arise as a result of one or more factors that can occur at the time of the appointment, or may be the result of more systemic causes. It may derive, for example, from an inadequate or incomplete process or method used to assess the candidate. More systemic causes include lack of availability of an appropriate human resources challenge function or failure to follow correct advice when provided; lack of understanding and application of the core and guiding values; and lack of organizational internal quality review and monitoring of appointment decisions and documentation.

3.8 Based on the results of the PSC's ongoing monitoring activities in 2010-2011, the guiding values of fairness, access, transparency and representativeness are generally being respected in appointments. Access to indeterminate federal positions continues to improve, and the duration of acting appointments has decreased, as has the use of non-advertised appointments for acting situations.

3.9 However, the PSC continues to be concerned about gaps in employee perceptions about the fairness of the overall staffing process, as approximately 25% of employees persistently feel to some extent or not at all that the overall staffing process was fairly run. The PSC is also concerned with the continuing gaps in the application and appointment rates of persons with disabilities and their workforce availability.

3.10 The PSC encourages deputy heads to implement internal controls and provide sub-delegated hiring managers with appropriate training to ensure that merit and the guiding values are respected. Deputy heads also have a leadership role to play in exemplifying merit and the guiding values in their own appointment and appointment-related decisions and communicating expectations to sub-delegated hiring managers.

3.11 For its part, the PSC will initiate communications with organizations focused on the importance of the human resources challenge function and adequate documentation, and will develop guidance and tools to support sub-delegated managers as they make decisions about staffing and how their operational requirements will be met. The PSC will also move forward on implementing a new guide and workshop on the core and guiding values and values-based decision-making and will continue to inform organizations of risks and observations in relation to their staffing systems.

## Merit

3.12 The results of the PSC's oversight activities and deputy head investigations in 2010-2011 indicate that, while merit is generally being respected in appointment decisions, it was not met in a small number of cases. Furthermore, in a larger number of cases, respect for merit was not always adequately demonstrated, thereby making it difficult for the PSC to determine whether, in fact, merit had been met.

### *Results of audits*

3.13 PSC audits completed in 2010-2011 highlighted the need for organizations to continue to improve their monitoring of individual staffing transactions and quality control practices to ensure that appointments comply with merit and other requirements of the PSEA and regulations. Appropriate and timely internal monitoring allows organizations to assess staffing trends, management and performance and to identify early corrective actions to minimize risks and improve staffing practices, including the demonstration of merit. The risk that appointment and appointment-related decisions will not comply with merit will increase if better internal monitoring of staffing practices is not adopted. As shown in Chapter 5, the same conclusion was reached in the PSC's assessment of organizational performance.

3.14 PSC audits in 2010-2011 also continued to find a significant number of appointment files that lack sufficient assessment and documentation of merit. Our audits found examples where the assessment was incomplete, or where the sub-delegated manager was unable to provide some or all of the assessment material for the person appointed. Without proper assessments and associated documentation, it is difficult for the organization to demonstrate that the appointment has been made on the basis of merit. This issue was also identified in PSC audits last year.

### *Results of Public Service Commission investigations*

3.15 PSC investigations are an important oversight activity, ensuring that, on a case-by-case basis, the legislative and policy frameworks are respected, including the requirement that appointments must be based on merit. The PSC's authority to investigate relates to specific instances primarily regarding external appointment processes, fraud and political influence. The PSC may investigate internal appointment processes in certain circumstances, including at the request of a deputy head, where the process was conducted by that deputy head, and where an internal process was not conducted by a deputy head. Additional details are provided in Chapter 6.

3.16 In 2010-2011, PSC investigations further corroborated the conclusion that merit is generally being respected in external appointment processes, but is not always adequately demonstrated. Although the number of founded investigations was significantly higher this fiscal year than last fiscal year (62 in 2010-2011 compared to 32 in 2009-2010), this represents a small portion of the total number of appointment processes. In addition, while there were 22 founded fraud investigations in 2010-2011 compared to 4 last year, it is the Commission's view that this is a result of greater awareness among organizations of the PSC's role in fraud investigations. The Commission also notes that 14 of the 22 investigations related to 2 organizations.

3.17 Of greater concern, and consistent with the findings of PSC audits during 2010-2011, the PSC's investigation activities found that many files remain poorly documented. When reviewing files related to specific appointment processes over the course of the year, the PSC found that key and required documentation was missing and/or that assessments of candidates were conducted improperly.

### *Results of deputy head investigations*

3.18 In assessing merit, the PSC also reviews the results of staffing investigations by deputy heads, who report these investigations as part of the PSC's annual monitoring exercise. While the number of organizations completing investigations decreased from 15 in 2009-2010 to 12 in 2010-2011, the number of investigations reported to the PSC grew significantly, from 25 in 2009-2010 to 75 this year. The increase was due to two organizations taking a proactive approach to exploring possible issues of concern. The Department of National Defence (DND) initiated formal deputy head investigations whenever one of the department's appointment processes was the subject of a complaint to the Public Service Staffing Tribunal (this accounted for 33 of the 42 investigations reported by DND). Human Resources and Skills Development Canada implemented a comprehensive investigations program in 2010-2011, completing 18 deputy head investigations during this period. The PSC supports these initiatives and encourages other organizations to adopt similar approaches to help ensure that staffing concerns are addressed in a timely manner.

3.19 Despite the increase in the number of investigations, the total number of founded investigations in 2010-2011 (13) increased only slightly from the number reported the previous year (10). There was no overriding theme in the reasons for founded investigations. The majority of founded investigations were based on procedural errors, such as a failure to assess essential qualifications or to screen candidates properly. When investigations were determined to be founded, organizations took steps to address the identified concerns, including revoking appointments, cancelling processes and removing sub-delegated staffing authorities until appropriate training was received.

## Guiding values

3.20 As noted above, merit is necessary but not sufficient for appointment to and within the public service. Consideration must also be given to the guiding values of fairness, access, transparency and representativeness, as reflected in the PSEA and the PSC Appointment Policy Framework.

### *Fairness*

3.21 Fairness plays an important role among the four guiding values. In a sense, fairness is best understood as the outcome of their interaction. Whether or not an appointment process is perceived as fair is largely a product of the extent to which access, transparency and representativeness have been respected, along with the core values of merit and non-partisanship.

3.22 For 2010-2011, the PSC examined two key indicators of fairness: employee perceptions; and long-term acting appointments of four months or more.

3.23 **Employee perceptions about fairness** – The PSC Survey of Staffing – Candidates[10] (SOS-C) has several questions related to fairness. The results of the 2010 cycle of the SOS-C show that 68% of candidates felt that the assessment of their abilities, knowledge and work experience was fair, as compared to 69% in the 2008 and 2009 surveys. Perceptions about the overall fairness of the staffing process have decreased slightly, from 76% in 2009 to 74% in 2010, with 48% of candidates indicating that they felt the staffing process overall was run in a fair manner "to a great extent," and a further 26% indicating that they felt it was fair "to a moderate extent."[11] About a quarter felt that the staffing process overall was fair "to some extent" or "not at all," despite the changes implemented in the staffing system over the past six years.

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[10] The reference period of the Survey of Staffing – Candidates is 12 months. The data collection for the 2008 cycle was from October 2007 to September 2008; for the 2009 cycle, it was from October 2008 to September 2009; and for the 2010 cycle, it was from July 2009 to June 2010.

[11] Survey of Staffing – Candidates: 2008, 2009 and 2010 (weighted data).

3.24 The PSC further analyzed the issue of fairness using data from the 2009 SOS-C, expanding on the results presented in the 2009-2010 Annual Report. This analysis found that the outcome of the staffing process is the main driver of perceptions about fairness: successful candidates were five times more likely to feel a process was fair than unsuccessful candidates.

3.25 The analysis also showed that perceptions about fairness are affected by such factors as whether a candidate was appointed from outside or within the public service, whether a pool or inventory of qualified people was created, the scope of the area of selection and the length of the staffing process. More specifically:

- Candidates from within the public service who were appointed through collective processes were less likely to perceive that the process was fair, compared to those appointed from a distinct process. Collective processes and pools did not affect the perceptions of candidates from outside the public service. Candidates placed in a pool, but never appointed, were five times more likely to feel that the process was fair than unsuccessful candidates (i.e. those not appointed and not placed in a pool).
- Perceptions of fairness vary with the area of selection and eligibility to apply. Candidates from within and outside the public service were more likely to feel that the process was fair when the area of selection was for people residing anywhere in Canada, as opposed to processes restricted to a specific location. Furthermore, candidates appointed from within the public service were less likely to consider the process fair when it was an external appointment process rather than restricted to employees in the federal public service.
- Candidates who were previously students or employed in a separate agency, the office of a minister, the Royal Canadian Mounted Police or the Canadian Forces were more likely to agree that staffing processes were fair. Those providing contract or consulting services to the federal public service and those employed outside the federal public service were less likely to consider the staffing activity fair. Candidates previously unemployed were nearly four times more likely to feel that the process was unfair.
- The longer candidates waited for the staffing process to be concluded, the less likely they were to consider that the process was run in a fair manner. For candidates from within the public service, lengthy processes lowered their perceptions of fairness in the assessment of their knowledge, ability and academic background. However, for candidates from outside the public service, lengthy processes improved the perceptions of fairness in the evaluation of their personal suitability and the assessment of their academic background or knowledge.
- Successful candidates from within the public service who took a general aptitude or cognitive ability test were less likely to feel that the staffing activity was run in a fair manner. Successful candidates from both outside and within the public service who took written knowledge tests were more likely to feel that the staffing activity was run in a fair manner, compared with those who did not write such a test. Successful candidates who underwent structured interviews with an assessment board were more likely to feel that the staffing activity was fair.

3.26 In 2010-2011, the PSC published Survey of Staffing results from 2008 and 2009 for individual organizations, including data on employee perceptions about fairness. This will assist departments and agencies in developing their own practices to address trends within their respective organizations.

3.27 **Acting appointments** – Acting appointments can be a useful tool for meeting temporary operational requirements and providing opportunities for employee development. However, given that acting appointments can provide employees with an advantage when the position is filled permanently, improper use of these appointments, as well as the way in which managers decide to make them, can influence perceptions of fairness.

3.28 For this reason, the PSC has studied the use of acting appointments for the last several years. For the 2002-2004 period, the PSC found that the rate of promotion for employees subsequent to an acting appointment into the same group and level was 41.3%. For the 2007-2009 period, the rate of subsequent promotion into the same group and level decreased significantly, to 33.5%. For 2009-2010, the PSC found that the rate of subsequent promotion continued to drop, to 31.0%. The duration of acting situations also decreased in 2009-2010, to 12.8 months if the acting ended with a promotion.

3.29 In 2008-2009, 84.2% of acting appointments of four months or more were made through non-advertised processes. In 2009-2010, the percentage of non-advertised acting appointments had decreased to 80.5%. In 2010-2011, this rate declined further, to 69.1% of acting appointments.

## Access

3.30 Canadians expect to have broad and open access to jobs in the public service for which they are qualified. The value of access is reflected in both the PSEA and PSC appointment policies. The PSC is committed to ensuring that all Canadians, including persons with disabilities who require the use of alternate service providers (e.g. Infotel or telephone reader services), have access to job opportunities both internally and externally with its Public Service Resourcing System (PSRS) and the jobs.gc.ca Web site. The PSC expects individuals from across the country to have a reasonable opportunity to apply and be considered for public service employment, in the official language of their choice. The three principal indicators that the PSC uses and monitors to determine whether the value of access is respected overall across the system are: the length of time positions are advertised; non-regional application and appointment rates related to the use of a national area of selection (NAOS); and the use of advertised and non-advertised processes.

### Ensuring Access

In the case *Jodhan* v. *Attorney General of Canada*, Ms. Donna Jodhan, a visually impaired person, alleged that she was discriminated against because of the inaccessibility of federal government Web sites, including the PSC's Public Service Resourcing System and the jobs.gc.ca Web site. While an appeal to the Federal Court of Appeal is in progress, the PSC is committed to providing access to persons with disabilities.

3.31 **Length of time for advertising** – One of the key indicators in determining whether an advertised process meets the PSC *Advertising Policy* objective of ensuring that persons in the area of selection have reasonable access and an opportunity to apply to positions is the length of time these opportunities are advertised.

3.32 The PSC amended its *Advertising Policy* in 2009-2010 and revised its guidance on advertising to establish a minimum advertising period of one business day. The revised guidance recommends advertising for one to two weeks. This length of time recognizes the balance that managers have to strike between providing reasonable access and respecting the other guiding values, on the one hand, and their own immediate operational needs, including efficiency, on the other.

3.33 Based on the PSRS and Publiservice advertisements, about 60% of external and 84% of internal advertisements were posted for a period of one week or longer in 2010-2011. This means that 16% of internal advertisements do not meet the recommended minimum of being posted for one week; furthermore, 40% of external advertisements do not meet the recommended minimum.

3.34 The risk of receiving large volumes of applications often leads organizations to choose to advertise for shorter periods of time as a volume management strategy. In 2010-2011, 21% of external and 2.4% of internal advertisements were posted for two days or less. The majority of these advertisements (internal and external) were for clerical and administrative positions, which typically tend to have more generic merit criteria and hence larger volumes of applicants.

3.35 In 2011-2012, the PSC will be undertaking further analysis related to the effects of advertising durations from one to five days in length. The PSC will also continue to monitor advertisement duration patterns.

3.36 **National area of selection** – NAOS is a PSC *Area of Selection Policy* requirement that broadens access to jobs in the public service to Canadians from across the country and those living abroad. It requires that externally advertised employment opportunities be opened nationally. Data collected by the PSC since the NAOS came into force in 2001 shows that the requirement is meeting its objective of increasing access for Canadians to externally advertised jobs.

3.37 As Tables 51 and 52 in Appendix 2 indicate, the use of a NAOS is also resulting in enhanced access to long-term and indeterminate public service jobs at both the officer and non-officer levels. The number of applications for officer-level jobs from outside the region in which the job is located has increased steadily over the years, from 590 351 in 2008-2009 to 667 977 in 2009-2010. In 2010-2011, the number of outside-region applications to officer-level positions fell to 393 497, paralleling the more than 42% drop in the overall number of advertisements (4 843 in 2009-2010, compared to 2 788 in 2010-2011). Outside-region applications dropped to 46.0% of the total number of applications, compared to 50.8% in the previous year.

3.38 Application rates to officer-level positions within the National Capital Region (NCR) from outside the NCR have also been increasing gradually. The outside-region application rate grew from 37.5% of all applications in the NCR in 2007-2008, to 41.3% in 2008-2009, and to 42.0% in 2009-2010. In 2010-2011, the rate remained stable at 41.9%.

3.39 Non-officer jobs have only been subject to the NAOS requirement since the fourth quarter of 2008-2009, which limits the ability to compare data across years. Nevertheless, on a proportional basis, the data show that the application rate from outside the region grew from 33.2% in 2009-2010 to 36.0% in 2010-2011. With respect to the NCR, the application rate for non-officer positions from outside the region rose from 26.6% in 2008-2009 to 34.3% in 2009-2010. In 2010-2011, 31.0% of applications were from outside the NCR.

3.40 There has been an increase in the proportion of appointments of applicants from other regions to non-officer positions, from 7.3% in 2009-2010 to 9.6% in 2010-2011. For officer-level positions, the proportion of appointments from applicants from other regions remained virtually unchanged, at 19.5% in 2009-2010 and 19.8% in 2010-2011. In the NCR, where the NAOS requirement has been in effect for a longer period of time, officer-level appointments of applicants from outside the NCR rose from 21.7% in 2008-2009 to 25.8% in 2009-2010. In 2010-2011, the appointment rate decreased to 22.3%.

3.41 The *Area of Selection Policy* was amended in 2009-2010 to allow organizations to seek an exception to the NAOS policy requirement. Exceptions are considered by the Commission on a case-by-case basis in response to urgent, temporary organizational needs. In reviewing requests, the PSC considers and balances, among other factors, the impact that granting the exception would have on the value of access for Canadians (e.g. whether job opportunities would be available across the country) and the health, safety and best interest of the public.

3.42 In 2010-2011, the PSC granted its third exception to the NAOS requirement. The request came from the Canada Border Services Agency (CBSA). The organization sought an exception to the NAOS in order to quickly staff approximately 100 Inland Enforcement Officer positions at various levels, beginning in April 2011. Several municipalities were involved, including Greater Toronto, Ottawa, Windsor, St. Clair, Niagara, Hamilton, Montreal, Vancouver, Calgary and Halifax. The proposed area of selection was within a 250 km radius of each municipality. The exception was granted, given that timely refugee removal was a key element of the government's refugee reform program. Funding arrangements in place at the time were also due to sunset, leaving CBSA unable to meet government requirements. The exception was granted in light of the urgency of the situation, the fact that positions were temporary in nature and because Canadians from across the country would be eligible to apply.

3.43 The PSC will continue to monitor patterns of applications and appointments for both officer and non-officer level positions in the year ahead.

3.44 **Use of advertised and non-advertised processes** – The choice that managers make between using an advertised or a non-advertised appointment process is one of the most significant determinants of access to public service jobs. One of the measures that the PSC uses to assess progress on access is the ratio of advertised to non-advertised processes across and within organizations.

3.45 The PSEA and the PSC *Choice of Appointment Process Policy* provide sub-delegated managers with a variety of options when it comes to selecting an appointment process. Appointment processes can be advertised, non-advertised, internal or external, depending on the position to be staffed and the organization's needs and human resources and employment equity plans.

3.46 The PSC's position is that the use of advertised processes should be the standard practice in most situations, as they better support the guiding values not only of access, but also fairness, transparency and representativeness. Advertising vacant positions ensures a more transparent process to which a diverse group of persons can apply. Providing the opportunity to many individuals to apply and be considered for vacancies strengthens perceptions of fairness for both employees and candidates; fosters improved representativeness; reduces the risk, real or perceived, of political influence or personal favouritism in the appointment process; and helps managers to address skill shortage areas.

3.47 When a non-advertised appointment process is used, PSC policy requires a written rationale. The rationale must be documented in the staffing file and demonstrate how the choice respects the guiding values and is consistent with the organization's human resources plan and criteria for the use of non-advertised appointments.

3.48 Of those surveyed in the 2010 Survey of Staffing – Managers, 73% stated that their non-advertised staffing process was part of their organization's human resources plan. While a majority (98%) of hiring managers ensured that a written rationale for the use of a non-advertised process was placed in the staffing file, only 76% of them communicated this rationale to other interested parties. In the 2010 survey, managers involved in non-advertised processes identified three principal reasons for using non-advertised processes: an urgent need to staff (87%); skill shortage areas (74%); and investment in staff (56%).

3.49 Organizations report on their use of non-advertised processes to the PSC on a quarterly basis. Based on the data submitted by organizations matched with the PSC's hiring and staffing activities files, there was a slight drop in the use by organizations of advertised processes in 2010-2011 (62.0% from 63.4% in 2009-2010) and an increase in the use of non-advertised processes (38.0% in 2010-2011, up from 36.6% in 2009-2010). Table 9 provides details on the use of advertised and non-advertised processes by appointment type for 2010-2011.

## **Table 9:** Estimates of appointments under the *Public Service Employment Act* to and within the public service by appointment type and process for fiscal year 2010-2011

| Appointment type[1] | Advertised (%) | Non-advertised (%) | Total[2] (%) |
|---|---|---|---|
| Appointments to the public service | 73.5 | 26.5 | 100.0 |
| Promotions | 64.5 | 35.5 | 100.0 |
| Acting appointments[3] | 30.9 | 69.1 | 100.0 |
| **Total** | **62.0** | **38.0** | **100.0** |

**Source:** Public Service Commission (PSC) hiring and staffing activities files matched to organizational files

[1] Includes indeterminate and specified term appointments. Excludes lateral and downward movements and deployments.

[2] Note that this data is derived by matching the 48 781 appointments in 2010-2011 from the PSC hiring and staffing activities files to data submitted quarterly by organizations (primarily through manual data-collection processes). Due to timing and data quality issues, the PSC was only able to match approximately 69% of the appointments with the organizational data.

[3] Excludes acting appointments of less than four months.

3.50 In 2010-2011, the PSC assessed the feasibility of reducing organizational reporting burden by using information collected in the Priority Information Management System (PIMS) to measure organizational use of non-advertised processes. Initial testing showed that PIMS alone could not provide adequate information. A revised approach was designed to complement PIMS data with information drawn from other sources. Early results are promising, but additional testing is required and will be conducted in the next fiscal year.

### *Transparency*

3.51 As reflected in the PSC's policies, respecting the guiding value of transparency requires that information about staffing strategies, decisions, policies and practices be communicated in an open and timely manner. When information about an appointment or a proposed appointment is missing or is not fully disclosed, it can raise legitimate questions about the merit, fairness and political impartiality of staffing decisions. This, in turn, can detrimentally affect the trust that Canadians place in their public service.

3.52 The Survey of Staffing – Candidates seeks candidate perceptions about the transparency of staffing processes carried out within their work unit. In 2010, 68% of candidates indicated that they considered that staffing processes within their work unit were carried out in a transparent way, a decrease of 3 percentage points from 71% in 2009.

3.53 **Transparency in advertising** – For many applicants to public service jobs, transparency begins with the advertisement of an employment opportunity. To be fully transparent, advertisements must provide persons in the area of selection with enough information about the position to be filled, the appointment process and the assessment methods to be used to permit them to make an informed decision about whether to submit an application. The PSC offers guidance and tools to managers about how to design their advertising strategy to attract a sufficient number of qualified candidates, particularly in hard-to-recruit areas such as specialized or shortage groups, and how to effectively manage large volumes of applicants.

3.54 As part of its ongoing policy maintenance and due diligence activities, the PSC plans to examine the content of advertisements in 2011-2012 to determine the extent to which it supports transparency and the PSC *Advertising Policy.*

3.55 **Informal discussion** – The PSC *Policy on Informal Discussion* states that, during an internal appointment process, persons eliminated from consideration are to be provided with an opportunity to discuss the reasons for their elimination from the process, as soon as possible after the decision is made. This encourages transparency and communication throughout the appointment process, which foster a healthy workplace. Informal discussions also allow managers to correct any errors or omissions in the appointment process in an effective and timely fashion, thus allowing for appointments to be made without undue delay. The PSC Survey of Staffing collects information from both managers and employees about the use and effectiveness of informal discussion. The results of the 2010 survey showed that approximately 50% of hiring managers had been asked by an employee for an informal discussion. This represents a decrease compared to 2009, when 53% of managers had been asked for an informal discussion.

3.56 The Survey of Staffing – Candidates collects information on candidate perceptions about informal discussion with regard to advertised staffing processes. Overall, the results from the 2010 survey show a marginal decrease in those who were satisfied with the outcome, from 65% in 2009 to 62% in 2010. However, candidates' satisfaction rate with the time it took to have an informal discussion remained stable at 85% in both 2009 and 2010.

3.57 The share of candidates who were screened back into the process as a result of an informal discussion remained relatively stable in 2009 (13%) and 2010 (12%). On the other hand, the proportion of those who were eliminated from further consideration and who then sought an informal discussion with the hiring manager continued to decrease to 45%, from a high of 51% in 2008 and 47% in 2009. Details of the survey results are shown in Table 10.

## **Table 10:** Results of informal discussion: Candidates eliminated from consideration in advertised staffing processes

| | 2008<br>% | 2009<br>% | 2010<br>% |
|---|---|---|---|
| Percentage of candidates who participated in an informal discussion | 51 | 47 | 45 |
| Percentage of candidates satisfied with the outcome of the informal discussion[1] | 61 | 65 | 62 |
| Percentage of candidates satisfied with the time it took to get an informal discussion[1] | 83 | 85 | 85 |
| Percentage of candidates who participated in an informal discussion who were screened back into the process | 14 | 13 | 12 |

**Source:** Survey of Staffing – Candidates: 2008, 2009 and 2010 (weighted data)

[1] Includes candidates who were satisfied "to some extent" and "to a great extent".

3.58 In 2010-2011, in follow-up to a commitment made in the 2009-2010 Annual Report, the PSC updated its guidance material on informal discussion. The revised guidance responds directly to feedback received from stakeholders during the course of the PSC's recent review of its appointment policy suite. The guidance clarifies the PSC's expectations regarding informal discussion and provides information for managers and employees about what the objectives of informal discussion are and are not. This guidance will come into effect in 2011-2012.

3.59 The PSC also followed up in 2010-2011 on a commitment in last year's Annual Report related to the PSC *Notification Policy*. The PSEA and the PSC policy require that, for internal processes, the names of persons being considered for each appointment resulting from the process, and then the names of persons proposed for appointment or appointed, be communicated in writing to the persons entitled to be notified. The requirement for two notifications is intended to support transparency by providing the individuals in the area of selection with information about the appointment decision and about their right to recourse. Notifications also promote efficiency, as they help to resolve issues at the sub-delegated level so that corrections can be made early on and, if appropriate, the candidate can be reinstated in the process.

3.60 At the same time, the requirement for a second notification can have unintended consequences, especially when appointments are made following a collective staffing process. In these processes, candidates already eliminated continue to be notified and are provided with an opportunity to ask for an informal discussion and seek recourse each time an appointment is made from the pool of qualified candidates. This creates significant administrative burden for managers and organizations.

3.61 As a result of these considerations, in 2010-2011 the PSC began to develop an exclusion approval order (EAO) to reduce multiple notifications and multiple opportunities for recourse. The EAO would exclude persons who are eliminated as a result of not meeting an essential qualification from having subsequent notifications and more than one opportunity to complain to the Public Service Staffing Tribunal. Consultations are under way and work will continue in 2011-2012.

### Representativeness

3.62 As a national institution and as recognized in the Preamble to the PSEA, the public service must be representative of Canada's diversity and be able to serve Canadians in their official language of choice. Under the *Employment Equity Act*, the PSC is required to: identify and eliminate barriers in the appointment system for the four designated groups (i.e. women, Aboriginal peoples, persons with disabilities and visible minorities); institute positive policies and practices; and provide reasonable accommodation to achieve a representative public service.

3.63 **Assessment of employment equity trends and performance** – In 2010-2011, more than 288 000 individuals applied through the PSRS for 3 128 advertisements on the jobs.gc.ca Web site with areas of selection including people residing anywhere in Canada. As illustrated in Table 11, three of the four designated groups, with the exception of persons with disabilities, continue to be appointed to the public service at a proportion exceeding their respective workforce availability.

3.64 For Aboriginal peoples, there was a marked increase in the percentage of applicants, from 3.8% in 2009-2010 to 4.8% in 2010-2011, as well as a slight increase in the percentage of external appointments, from 4.6% in 2009-2010 to 4.7% in 2010-2011. For fiscal year 2010-2011, Aboriginal women accounted for 67.8% of external appointments of Aboriginal peoples, more than twice the proportion (32.2%) for Aboriginal men.

3.65 In contrast to the previous fiscal year, both the number and proportion of external appointments for visible minorities decreased in 2010-2011. The percentage of visible minority applicants dropped from 25.9% in 2009-2010 to 22.8% in 2010-2011 and their share of external appointments was also down, from 21.2% in 2009-2010 to 18.6%. In 2010-2011, visible minority women accounted for 54.7% of those appointments, and visible minority men, 45.3%.

3.66 For persons with disabilities, there was a slight drop in the percentage of applicants, from 3.0% in 2009-2010 to 2.7 % in 2010-2011. Their share of external appointments declined from 3.1% in 2009-2010 to 2.6 %. In 2010-2011, the rate of appointments for men with disabilities was 3 percentage points higher than that of women with disabilities, 51.5% versus 48.5%. The PSC is concerned that the continued pattern of a decreasing rate of external appointments of persons with disabilities could affect their representation in the public service over the long term.

3.67 The share of external appointments of women dropped slightly, from 55.5 % in 2009-2010 to 55.2% in 2010-2011.

## **Table 11:** Percentage of applicants to advertised processes and appointments to indeterminate positions and specified terms of three months and over in the public service, by employment equity designated group and fiscal year, compared to the 2006 workforce availability

| Employment equity designated group | 2008-2009 | 2009-2010 | 2010-2011 | 2006 WFA[1] |
|---|---|---|---|---|
| % of applicants[2] | | | | |
| Aboriginal peoples | 3.6 | 3.8 | 4.8 | 3.0 |
| Persons with disabilities | 3.0 | 3.0 | 2.7 | 4.0 |
| Members of visible minorities | 24.7 | 25.9 | 22.8 | 12.4 |
| Women | 57.8 | 45.3[3] | N/A[4] | 52.3 |
| % of appointments to the public service | | | | |
| Aboriginal peoples[5] | 4.2 | 4.6 | 4.7 | 3.0 |
| Persons with disabilities[5] | 3.3 | 3.1 | 2.6 | 4.0 |
| Members of visible minorities[5] | 18.8 | 21.2 | 18.6 | 12.4 |
| Women[6] | 57.1 | 55.5 | 55.2 | 52.3 |

**Source:** Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[1] The 2006 workforce availability (WFA) for the public service was provided by the Office of the Chief Human Resources Officer.

[2] For applicants to advertised processes, the percentages for the four employment equity designated groups are based on applicants who self-declared through the PSRS.

[3] Due to a change in method for calculation, this percentage is not comparable to previous years.

[4] Due to a change in data capture, applicant data by sex is no longer available.

[5] For appointments to the public service, the percentages for these three employment equity designated groups are based on applicants who applied and self-declared through the PSRS in the preceding two years and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year.

[6] The figures for women appointed to the public service are extracted from the PSC hiring and staffing activities files, which are based on Public Works and Government Services Canada pay system.

3.68 In 2010-2011, the PSC focused on four key areas to further enhance the representation of employment equity (EE) groups across the public service, namely:

- Improving EE data;
- Assessing implementation of the approach to affirm Aboriginal affiliation;
- Facilitating better understanding of EE; and
- Promoting effective strategies to improve the recruitment of members of designated groups and, in particular, persons with disabilities.

3.69 **Improving employment equity data** – The PSC noted in its 2009-2010 Annual Report the ongoing challenges with obtaining accurate and reliable statistical data on designated groups in full compliance with the *Employment Equity Act* and the *Privacy Act*, given the diversity of organizational systems, methodologies and practices that are in use across the public service. EE self-identification data is a particular area of concern.

3.70 In May 2010, the PSC and the Office of the Chief Human Resources Officer issued a joint letter to heads of human resources on *Using self-declaration information for self-identification*. The letter advised that organizations can use applicant self-declaration information as self-identification information for their own employees, provided that the applicants' prior consent has been obtained. Further guidance was provided by the PSC in its *Explanatory Notes on Employment Equity Self-declaration in the Appointment Process*, in response to enquiries from departments and agencies. This integration of self-declaration and self-identification information will assist in achieving a more accurate picture of the status of EE in the public service and will reduce the reporting burden for organizations and applicants.

3.71 **Assessing the implementation of the approach to affirm Aboriginal affiliation –** The PSC made a commitment in its 2009-2010 Annual Report to review the approach it had put in place in January 2010 to address concerns regarding false declaration by non-Aboriginal peoples for jobs that are targeted to Aboriginal peoples. The approach requires organizations to use the Affirmation of Aboriginal Affiliation Form (AAAF) for advertised and non-advertised, internal and external appointment processes targeted to Aboriginal peoples. It also encourages organizations to establish requirements and competencies that are linked to the job, such as knowledge of an Aboriginal language, culture, values or customs, as essential or asset qualifications for the position. The PSC provides information, tools and guidelines to organizations and candidates to ensure consistency in implementing and understanding this approach.

3.72 Based on its review in 2010-2011, the PSC has concluded that:

- The AAAF has met its objectives as organizations and employees are more aware of the issue of false Aboriginal self-declaration, as seen by the number of times organizations have requested proof and the number of complaints received by organizations and the PSC;
- Overall, the AAAF is not a burden to either organizations or candidates, and there have been minimal difficulties with the application of the AAAF. It was, however, only applied to EE-targeted processes, which represented approximately 1% of total appointments to the public service from 2007-2008 to 2009-2010; and
- Evidence to date suggests that the approach may be an effective way to deter false Aboriginal self-declaration. There have been few complaints from candidates or organizations. Most candidates have not found the AAAF to be intrusive or difficult to complete.

3.73 **Promoting effective strategies to improve the recruitment of designated groups –** In 2010-2011, the PSC conducted detailed analysis of the applicant and recruitment rates of EE groups by organization and by occupational group. The goal was to identify barriers and develop appropriate strategies for improving EE group representation across all levels of the public service. The PSC plans to share the results of its work with departments and agencies in 2011-2012 and to engage them in collaborative efforts to achieve representativeness in the public service.

3.74 The PSC published a literature review on recruitment strategies for persons with disabilities in both the public and private sectors, in Canada and abroad. Important findings from this research include the following:

- While a legal framework has been established in several countries, concrete actions towards recruitment and integration of persons with disabilities are very inconsistent and are dependent on government priorities in this area;
- Commitment from senior management and hiring managers, training and awareness and the availability of human and financial resources are key to successful recruitment and integration of persons with disabilities; and
- The most effective recruitment practices and tools include internship programs, job fairs focused specifically on persons with disabilities, Web tools including job posting sites; and databases of job seekers.

The PSC will be engaging key stakeholders in the results of this work and next steps in the year ahead.

3.75 Following up on an Annual Report commitment in 2009-2010, the PSC amended its *Assessment Policy* to clarify responsibilities related to accommodation. This policy amendment will be implemented in 2011-2012.

3.76 In 2010-2011, the PSC conducted an analysis of the impact of linguistic requirements on career progression of visible minorities in organizations under the PSEA for staffing purposes. This study found that there did not appear to be a negative impact on the career progression of visible minorities. The PSC has issued a Statistical Bulletin on this finding.

# Chapter 4

## A non-partisan public service

# 4 A non-partisan public service

**Highlights:**

- The Public Service Commission's (PSC) assessment of non-partisanship in the public service in 2010-2011 found that work needs to continue to ensure that the real and perceived non-partisanship of the public service is safeguarded in the following areas: staffing and senior appointments; political activities by public servants; and the relationship between the public service and the political spheres.
- In 2010-2011, the PSC opened a number of investigations into possible political influence in appointments. Both real and perceived political influence in staffing pose risks to the non-partisanship of the public service.
- Employees' awareness of their rights and responsibilities with respect to engaging in political activities has increased; however, a significant number are still not well-informed about their rights and responsibilities in this area.
- In 2010-2011, the PSC continued to provide guidance to assist employees in making decisions about whether to engage in a particular political activity; however, it remains up to each employee to exercise judgement in deciding whether or not to participate. The PSC is committed to reviewing the questions in its political activities self-assessment tool to address concerns raised during the last federal election that it unduly discourages public servants from participating in political activities.

4.1 Non-partisanship, like merit, is a cornerstone of an independent, professional public service and responsible democratic government. A non-partisan public service provides ministers with objective policy advice and administers programs and services for Canadians in a politically impartial way. It provides stability during political successions.

4.2 Non-partisanship is a core value of the *Public Service Employment Act* (PSEA). The Preamble to the Act recognizes the importance of ensuring that the non-partisan nature of the public service is independently safeguarded. Subsection 30(1) of the Act requires that all appointments to and within the public service be free of political influence. Part 7 recognizes the right of public servants to engage in political activities, while maintaining the principle of political impartiality in the public service, and sets out specific roles and responsibilities for employees and the PSC regarding participation in political activities.

4.3 This chapter reports on the state of non-partisanship in the public service in 2010-2011. It provides an overview of developments over the course of the year in the following areas: non-partisanship in staffing and senior appointments; political activities by public servants; and the relationship between the public service and the political sphere. In all three, both the real and perceived non-partisanship of the public service affect the level of confidence that Canadians have in the public service and its role in serving the public interest. Progress on merit, the other core PSEA value, is examined in Chapter 3.

## Non-partisanship in staffing and senior appointments

### Political influence in staffing

4.4 In 2010-2011, the PSC continued to ensure that, as specified under subsection 30(1) of the PSEA, appointments to and within the public service are based on merit and free from political influence.

4.5 Prior to 2010-2011, only one allegation of political influence in staffing, supported by evidence, had been brought to the attention of the PSC since the coming into full force of the PSEA in late 2005. That case was examined in 2006-2007 and was determined to be unfounded.

4.6 In 2010-2011, the PSC received a number of allegations of political influence in staffing at the Atlantic Canada Opportunities Agency. An additional related allegation was received in early 2011-2012. The allegations were brought forward by the then Member of Parliament for Moncton-Riverview-Dieppe, on behalf of the Atlantic caucus of the then Official Opposition party, to the President of the PSC in February 2011.

4.7 The PSC subsequently opened five investigations under the authority of section 68 of the PSEA regarding political influence in appointments and section 66 of the Act regarding the integrity of external appointment processes. These investigations are designed to determine, based on available evidence, whether the appointments were free of political influence and made on the basis of merit, or whether there was an error, an omission or improper conduct. The investigations are expected to conclude in 2011-2012 and the PSC will report on the results.

4.8 PSC investigations of allegations of political influence in staffing are one of the important tools for safeguarding the non-partisan character of the public service as an institution. Communication of the results of investigations helps the PSC and others, including deputy heads, play their respective roles in maintaining the real and perceived non-partisanship of the public service. When an appointment is found to be not free of political influence, the Commission may take any corrective action that it considers appropriate, including the revocation of the appointment.

### Appointments of former ministerial staff

4.9 In 2010-2011, the PSC continued to follow the appointments of former ministerial staff into, or back into, the public service in order to provide assurance that these movements did not pose a real or perceived risk to the non-partisanship of the public service.

4.10 Ministerial staff are hired by ministers pursuant to section 128 of the PSEA. While experience working in a minister's office presents an important asset for some public service positions, the appointment of former ministerial staff into public service positions, like all appointments to the public service, must respect the core and guiding values. These appointments must not be the result of unfair access to public service positions or political influence.

4.11 Based on the PSC's central data holdings, the total population of ministerial staff was 503 as of March 31, 2011. This was down from 521 as of March 31, 2010, and marked the first decline in the population after four years of steady increase. The 10-year average for the population is 437.

4.12 Section 35.2 of the PSEA allows ministers' staff, or staff working in the office of the Leader of the Opposition in the Senate or Leader of the Opposition in the House of Commons, to participate in internal advertised appointment processes open to employees of the federal public service for a period of one year upon ceasing to be employed (after a period of at least three years working in these offices). The PSC confirms whether former ministerial staff meet the criteria for this mobility provision and provides those eligible with access to internal advertised job postings.

4.13 In 2010-2011, the PSC received seven requests from former ministerial staff to confirm their eligibility for the mobility provision. Of these, five were confirmed and became eligible to apply to internal advertised processes, one was denied and one chose not to proceed with the confirmation process.

4.14 When individuals are eligible for the mobility provision or are appointed from the political sphere to positions in the public service, it is important that they be aware of the core values of merit and non-partisanship. In 2011-2012, the PSC will therefore begin providing information on the core values to those eligible for the mobility provision for former ministerial staff. An awareness of the core values will help increase understanding of the essential elements of a professional public service and facilitate potential transition into the federal public service.

4.15 In 2010-2011, a total of 9 former ministerial staff moved into the public service, a decrease from 17 in 2009-2010. Three of these nine individuals were public servants reintegrating into the public service. The remaining six were appointed to the public service following employment in a minister's office.

4.16 Of the six former ministerial staff appointed to the public service in 2010-2011, four were appointed to the same organization where they were employed as ministerial staff. The majority of these appointments (three of the four) were made through non-advertised processes or where the choice of process (i.e. advertised or non-advertised) was not known.

4.17 In 2010-2011, the PSC examined the appointments of former ministerial staff into and back into the public service since the coming into full force of the PSEA in 2005-2006. During the period, 189 former ministerial staff were appointed to, or reintegrated into, the public service.

4.18 Of the 189 former ministerial staff appointed during the six-year period, 100 were public servants returning to the public service. The remaining 89 were new appointments to the public service. Over one quarter of these new appointments (25 out of 89) were made to the organization where the individual was previously a member of the minister's staff. Further, over two-thirds of the new appointments (62 out of 89) were made through non-advertised or unknown processes, which may pose higher risks for the non-partisanship of the public service.

4.19 All public servants, including former ministerial staff, are expected to perform, and be seen to perform, their duties in a politically impartial manner. To facilitate this and address a broader need identified in its March 2011 Special Report to Parliament,[12] the PSC will move forward in 2011-2012 on developing enhanced guidance about roles, responsibilities and appropriate behaviours of public servants with regard to the non-partisanship of the public service, in collaboration with other stakeholders (see paragraph 4.85).

### New mobility provision for the Office of the Governor General's Secretary

4.20 On September 23, 2010, in line with changes introduced in the *Federal Accountability Act*, the entitlement for priority appointment for persons at the Office of the Governor General's Secretary (OGGS), previously found under section 6 of the *Public Service Employment Regulations* (PSER), was repealed and replaced with a mobility provision. The provision is included in section 4.1 of *Office of the Governor General's Secretary Employment Regulations.*

4.21 The provision allows eligible persons at the OGGS, hired after September 23, 2010, who have been employed for at least three consecutive years in certain excluded positions, to participate in internal advertised appointment processes open to employees of the public service for a period of one year after they cease to be employed at the OGGS.

4.22 Similar to the approach for former ministerial staff (see paragraph 4.12), the PSC retains the authority to confirm whether the former OGGS employees meet the criteria for this mobility provision. A confirmation process is in place for the mobility provision, and the PSC will provide those eligible with electronic access to internal advertised job postings.

4.23 The PSC continues to manage the priority entitlement for two persons who were already employed at the OGGS in the excluded positions at the time the entitlement to priority appointment previously found under section 6 of the PSER was repealed.

### Appointments of former Governor in Council appointees

4.24 The PSC remains concerned about the risks to non-partisanship that may arise when former Governor in Council (GiC) appointees are appointed to the public service. In last year's Annual Report, the PSC began to report on these appointments and made a commitment to monitor them more closely.

4.25 GiC appointments are appointments made by the Governor General, on the advice of ministers. Appointments of former GiC appointees to positions in the public service, like all other appointments, must be made in accordance with the PSEA and the core and guiding values. They must not be the result of preferential treatment or political influence.

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[12] See Canada. Public Service Commission of Canada. *Merit and non-partisanship under the* Public Service Employment Act *(2003).* Ottawa, 2011.

4.26 Once appointed to the public service, former GiC appointees must perform, and must be seen to perform, their duties in a politically impartial manner, especially given the senior levels to which they are often appointed. In addition, as the PSC observed in its March 2011 Special Report to Parliament, to the extent that initial GiC appointments are not independently assured to be merit-based, the risks they pose to the core PSEA values of merit and non-partisanship are elevated.

4.27 As of March 31, 2011, there were 411 GiC appointees in the core public administration and in separate agencies. Over the course of 2010-2011, five former GiCs were appointed to positions in the public service, an increase from one the previous year.

4.28 In 2010-2011, the PSC examined the appointments of former GiCs into the public service during the six-year period following the coming into full force of the PSEA. Between 2005-2006 and 2010-2011, the size of the population remained relatively stable. The number of appointments of former GiC appointees into the public service was low, totalling 36. However, these appointments were concentrated in a small number of organizations; nearly half (16) of former GiCs were appointed to three organizations, namely the Citizenship and Immigration Canada, Correctional Service Canada and Immigration and Refugee Board. Over one third (13) of the appointments between 2005-2006 and 2010-2011 were to executive-level or equivalent positions in the public service.

4.29 Further, more than half (20) of the former GiCs appointed during the six-year period were not public servants immediately prior to their GiC appointment. Of these 20 appointments, 14 were made through non-advertised processes, or where the choice of process (i.e. advertised or non-advertised) was not known.

## Political activities by public servants

4.30 The regime for governing the political activities of public servants, as set out in Part 7 of the PSEA, recognizes the need to balance the rights of employees with the principle of an impartial public service. The PSC is responsible for administering Part 7 of the PSEA. It provides advice to employees and organizations about political activities and reviews requests for permission from employees who wish to seek nomination as, or be, a candidate in federal, provincial, territorial or municipal election. The PSC's authority for political activities cannot be delegated to deputy heads.

4.31 Approximately 216 709 employees in the 83 federal organizations for which the PSC has the exclusive authority to make appointments are subject to Part 7 of the PSEA. There are also about 47 272 additional employees, including deputy heads and equivalents, in the six following organizations whose enabling legislation provides that the political activities provisions of the PSEA apply: Canada Revenue Agency; Parks Canada Agency; Canadian Institutes of Health Research; Financial Transactions and Reports Analysis Centre of Canada; National Film Board of Canada; and Public Service Staffing Tribunal.

4.32 All deputy heads play a unique leadership role in ensuring the non-partisanship of the public service given the nature of their positions and their responsibilities. As such, the PSEA limits the political activities of deputy heads to voting in federal, provincial, territorial or municipal elections.

4.33 Effective July 7, 2010, students appointed under the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board became subject to Part 7 of the PSEA. This resulted from the update of the *Student Employment Programs Participants Exclusion Approval Order* and Regulations. Students hired by the six above-mentioned organizations that do not conduct their staffing in accordance with the PSEA are subject to Part 7 of the PSEA only if the organization considers them to be employees. Permission was granted to a student in 2010-2011 to seek elected office at the municipal level.

## *Political candidacy*

4.34 Under Part 7 of the PSEA, an employee may seek nomination as, or be, a candidate in a federal, provincial, territorial or municipal election before or during the election period only if the employee has requested and obtained prior permission from the PSC (sections 114 and 115).

4.35 The PSC reviews each candidacy request on its own merit, taking into consideration factors such as the nature of the election, the nature of the employee's duties within the organizational context and the level and visibility of the employee's position. Permission is granted only if the PSC is satisfied that seeking nomination as, or being, a candidate will not impair, or be perceived by others as impairing, the employee's ability to perform their duties in a politically impartial manner.

4.36 The PSC requires both sufficient information and time to consider each candidacy request in order to balance the right of the employee to engage in political activities with maintaining the principle of political impartiality in the public service. The *Political Activities Regulations* require that candidacy requests be submitted to the PSC for review no later than 30 days before the date by which the employee requires a decision from the PSC. This is particularly challenging if an election or by-election is announced earlier than expected.

4.37 In situations where there may be concerns about the political impartiality of the public service, the PSC may make its permission conditional on the employee taking a leave of absence without pay (LWOP) for any period, or part of the period, before the election period. LWOP must be granted to be a candidate during an election period. In cases where the PSC has concerns about the type of work performed or the specific files processed by the employee, the PSC can impose operational work arrangements or other conditions to mitigate the real or perceived risk to political impartiality.

4.38 In 2010-2011, a total of 94 new candidacy requests were submitted to the PSC. Table 12 provides an overview of the nature of these candidacy requests.

## **Table 12:** Status of requests (April 1, 2010 to March 31, 2011)

| Level of election | Carried forward from 2009-2010 Permission granted in 2010-2011 | New candidacy requests received in 2010-2011 | | | | | |
|---|---|---|---|---|---|---|---|
| | | Permission granted | Permission previously granted still applies | Permission not granted | Requests withdrawn prior to PSC review | Requests pending PSC review | Total 2010-2011 new candidacy requests |
| Federal[1] | 0 | 13 | 0 | 0 | 1 | 4 | 18 |
| Provincial[1] | 1 | 5 | 0 | 0 | 0 | 2 | 7 |
| Territorial | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Municipal | 7<br>(2 with leave of absence without pay)<br>(4 streamlining) | 65<br>(19 with leave of absence without pay)<br>(45 streamlining) | 1 | 0 | 2 | 1 | 69 |
| **Total** | **8** | **83** | **1** | **0** | **3** | **7** | **94** |

**Source:** Public Service Commission Internal Tracking System

[1] Some of the requests were from the same employee requesting periods of leave of absence without pay before the election period.

4.39 As committed to in last year's Annual Report, in 2010-2011 the PSC conducted an analysis of political activities by public servants since the coming into force of the PSEA. As shown in Table 13, between December 31, 2005 and March 31, 2011, employees from 41 organizations submitted candidacy requests to the PSC. Eighty-three percent of the total number of requests came from employees in 15 of the 89 organizations subject to Part 7 of the PSEA.

## **Table 13:** Requests for permission to be a candidate: Top 15 organizations between December 31, 2005 and March 31, 2011

| Organization | Requests |
|---|---|
| Canada Revenue Agency[1] | 47 |
| National Defence | 37 |
| Canada Border Services Agency | 36 |
| Parks Canada[1] | 30 |
| Correctional Service Canada | 26 |
| Human Resources and Skills Development Canada (Service Canada) | 24 |
| Public Works and Government Services Canada | 24 |
| Fisheries and Oceans Canada | 23 |
| Environment Canada[2] | 15 |
| Veteran Affairs Canada | 14 |
| Agriculture and Agri-Food Canada | 11 |
| Department of Justice Canada | 11 |
| Royal Canadian Mounted Police | 11 |
| Health Canada | 10 |
| Natural Resources Canada | 10 |
| **Subtotal**<br>More than three quarters (83%) were from employees in the above 15 organizations | **329** |
| **Total** | **396** |

**Source:** Public Service Commission Internal Tracking System

[1] Separate employer.

[2] One request was for approval to resume substantive duties following a leave of absence without pay pursuant to corrective actions (fiscal year 2008-2009).

4.40 Over the five years, the PSC's examination found that the highest volumes of candidacy requests were from highly decentralized organizations. This poses a challenge to communicating with employees about their rights and legal obligations with respect to political activities and providing advice and guidance. To help address this, the PSC has maintained on-line guidance tools and forged strong relationships with the designated political activities representative (DPAR) in each organization subject to Part 7 of the PSEA. The PSC meets annually with all DPARs to discuss emerging issues and share best practices, and semi-annually with newly identified DPARs to discuss administrative matters. The PSC also provides updates on political activities to bargaining agents through the Public Service Commission Advisory Council.

4.41 **Municipal elections** – In 2010-2011, municipal requests again represented the majority of total new candidacy requests received by the PSC (69 out of 94, or 73%). Half of the requests came from employees in Ontario. No municipal requests were submitted from individuals in the Northwest Territories or Nunavut.

4.42 Municipal elections were held in 2010-2011 in Prince Edward Island, Ontario, Manitoba, Saskatchewan, Alberta, the Northwest Territories and Nunavut. This is the second round of elections under the current political activities regime.

4.43 The PSC may make permission at the municipal level conditional on an employee taking LWOP before or during the election period. If the employee is elected, the PSC may require them to either take LWOP for the duration of the mandate, or cease to be an employee. Otherwise, if the PSC has determined that there is no risk, real or perceived, to political impartiality, the employee could continue to work as a public servant while seeking nomination as, or being, a candidate or if they are elected municipally.

4.44 In 2010-2011, 72 employees were granted permission at the municipal level. In five instances, permission was conditional on operational arrangements that were discussed with, and ultimately implemented by, the employee's organization, such as ensuring that the employee did not deal with constituent files. A total of 10 permissions were conditional on the employee taking LWOP if elected, and 11 were conditional on both LWOP and operational arrangements.

4.45 In 19 of the 21 cases where LWOP was a condition of permission, the individuals were seeking permission to campaign full-time as candidates for full-time elected municipal office. Participation in these activities on a full-time basis, or over a sustained period of time, would increase the external visibility of the employee regardless of their occupational group or level. Consequently, the PSC imposed LWOP to address the conflict between the role of an employee as a politically impartial public servant and that of an individual seeking elected office or being elected full-time.

4.46 The two other municipal requests conditional on LWOP related to being a candidate for a part-time elected office. In these cases, the nature of the employees' duties, performing front-line peace officer functions, led the PSC to conclude that, if the employees were elected, the political impartiality of the public service would be compromised if not mitigated by LWOP.

4.47 Employees with peace officer duties have the power to enforce laws by seizing goods or detaining and arresting people. Given the nature of these duties, the PSC remains concerned about the risks, real or perceived, to the ability of these employees to perform their duties in a politically impartial manner while being a candidate or an elected municipal official.

4.48 In 2010-2011, a total of 49 of the 72 requests granted permission at the municipal level were completed using the streamlined approach outlined in the PSC's 2009-2010 Annual Report. The approach is based on an analysis of municipal candidacy requests received since the coming into force of the PSEA in 2005 and consultations with organizations subject to Part 7 of the Act, particularly those with employees who had previously submitted requests for permission.

4.49 By applying a risk-based assessment and modified administrative requirements, the streamlined approach has resulted in more timely decisions for municipal candidacy requests while safeguarding the political impartiality of the public service. However, challenges remain for all candidacy requests, such as obtaining complete documentation in a timely manner and confirming the actual duties of an employee when generic work descriptions are submitted. In 2011-2012, the PSC will continue to address such issues and, where possible, identify further opportunities to gain efficiencies in analyzing all candidacy requests.

4.50 **Federal, provincial and territorial elections** – For federal, provincial and territorial elections, a public servant must request and obtain from the PSC permission to seek nomination before or during the election period and to be a candidate before the election period. This is in addition to obtaining LWOP to be a candidate during the election period. An employee ceases to be an employee of the public service on the day on which they are elected in a federal, provincial or territorial election.

4.51 **Spring 2011 federal election** – The campaign for Canada's 41st election began on March 26, 2011. This was the second federal election in which candidacy requests for permission and LWOP during the election period were reviewed and granted under the current political activities regime.

4.52 Following the October 2008 federal election, the PSC began to receive candidacy requests in March 2009 for the 2011 federal election and continued receiving these requests until after the drop of the writ. The PSC rendered 10 candidacy decisions during the election period. Complete documentation related to these cases was not made available to the PSC until after the election was launched, and, in four cases, the requests were received after the campaign started. Table 14 provides a summary of the decisions rendered for the federal election related to permission and LWOP during the election period.

## **Table 14:** 2011 Canadian federal election (May 2, 2011)

| | Number of employees[1] | | | |
|---|---|---|---|---|
| **Review period** | Granted permission[4] | Not granted permission | Who withdrew request prior to PSC review | **Total** |
| 2008-2009 | 0 | 0 | 1 | 1 |
| 2009-2010 | 5 | 0 | 2 | 7 |
| 2010-2011 | 7 | 0 | 1 | 8 |
| 2011-2012 | 3 | 1 | 0 | 4 |
| **Total** | **15**[2] | **1** | **4** | **20**[3] |

**Source:** Public Service Commission Internal Tracking System

[1] Some employees submitted more than one request for permission for more than one electoral district or for multiples periods of leave of absence without pay before the election period.

[2] Eleven employees registered as candidates for the election.

[3] Employees began submitting candidacy requests for the 2011 federal election in March 2009 following the October 2008 federal election and continued submitting requests until after the drop of the writ.

[4] Granted permission and leave of absence without pay during the election period.

4.53 A total of 20 employees requested permission from the PSC to seek nomination as, or to be, a candidate and to obtain LWOP during the federal election period. Only 11 employees who received PSC permission and LWOP registered as candidates for the election. There were various reasons why employees who were granted permission and LWOP subsequently did not register as candidates, including declining the PSC's conditions of permission, deciding not to seek nomination and/or be a candidate and being unsuccessful in winning their party's nomination. One employee was elected and ceased to be employed pursuant to the PSEA.

4.54 For some employees, the PSC did not have sufficient time, given that the election period was underway, to fully explore with their respective organizations any operational work arrangements that could be implemented to ensure their continued ability to perform their duties in a politically impartial manner. In these situations, the PSC made permission conditional on the employees being on LWOP for one year, or until the PSC had a chance to review and analyze duties to which the employees would return if they were not elected or if they withdrew as a candidate.

4.55 One public servant did not request the PSC's permission prior to seeking nomination as, or becoming, a candidate in the federal election. This resulted in an allegation of improper political activity being referred for investigation. The employee did subsequently submit a request and was granted permission and LWOP by the PSC during the election period.

4.56 Finally, one employee was not granted permission for the federal election: the PSC rendered its decision after the end of the 2010-2011 review period. The Commission was not satisfied that being a candidate would not impair, or be perceived by others as impairing, the employee's ability to perform their duties in a politically impartial manner given the employee's functions as a front-line peace officer and the partisan nature of a federal election. In this case, the employee's organization could not guarantee functions other than those of a front-line peace officer for a cooling-off period of one year following the election if the employee withdrew as a candidate or was not elected and returned to work.

4.57 **Streamlining federal, provincial and territorial candidacy requests** – In 2009-2010, the PSC committed to reviewing its approach to considering federal, provincial and territorial candidacy requests. The review has initially resulted in administrative changes to the request forms, which will be implemented in 2011-2012.

### *Non-candidacy political activities*

4.58 In accordance with Part 7 of the PSEA, employees considering "carrying on any activity in support of, within or in opposition to a political party" and "carrying on any activity in support of or in opposition to a candidate before or during an election period" (see paragraphs (a) and (b) in the definition of political activity in subsection 111(1)) are responsible for examining their own specific circumstances to assess and make reasonable decisions about whether their participation in a given activity would impair, or could be perceived by others as impairing, their ability to perform their duties in a politically impartial manner.

4.59 Each activity should be assessed in light of a combination of the nature of the activity, the employee's specific situation and factors such as the nature of the individual's duties and the level and visibility of their position. Examples of non-candidacy political activities include speaking at a political meeting, fundraising for a political party, working for a political candidate and using social media or displaying political material to support or oppose a political party or candidate.

4.60 To assist employees in making an informed decision about whether to engage in a particular activity, the PSC launched the "Political Activity Self-Assessment Tool: Assessing Your Specific Circumstances" in November 2005. A revised version, which responded to user comments and recommendations, has been available since November 2008.

4.61 The self-assessment tool is not the only mechanism for making a decision about whether to engage in a particular activity. The PSC encourages employees to discuss their specific circumstances with their manager, their organization's DPAR or human resources advisors or the PSC. There is also a guidance document, frequently asked questions and other information available on the PSC's Web site to support employees in their decision-making.

4.62 In 2011-2012, the PSC is committed to reviewing the questions in its self-assessment tool to address recent concerns from users and bargaining agents that it unduly discourages public servants from participating in political activities. The tool was intended to be, and remains, a guide for employees. It is incumbent on each employee to exercise judgement and make an informed decision about whether engaging in a particular activity would impair, or be perceived by others as impairing, their ability to perform their duties in a politically impartial manner. Stakeholders will be consulted on the revised self-assessment tool.

4.63 In a related matter, in its 2009-2010 Annual Report, the PSC committed to exploring options for providing more precision to the meaning of "political activity" as defined in the PSEA and assessing the desirability and feasibility of establishing additional politically restricted classes of employees. In 2010-2011, work in this area focused on examining approaches used in other jurisdictions to provide greater clarity to employees about participating in political activities, including the use of politically restricted classes.

4.64 Other jurisdictions, including several provinces, have established through legislation different classes of employees for the purposes of participation in political activities. For example, in the *Public Service of Ontario Act* (2006), public servants are separated into three classes: most public servants; specially restricted public servants; and public servants in ministers' offices. The legislation provides greater detail on the permitted and prohibited political activities in which employees in each of these groups can participate, based on the role, level and visibility of the positions held by the employees in the group.

4.65 The PSEA currently specifies the permitted political activities of deputy heads, which are limited to voting in a federal, provincial, territorial or municipal election. The development of additional politically restricted classes of public servants would be one way to provide greater clarity to employees about their rights and responsibilities with regard to engaging in political activities. In 2011-2012, the PSC will consider this issue further and explore the possibility of establishing, through regulation, new politically restricted classes of employees based on the role, level and visibility of their positions. Any such approach must carefully balance the individual rights of employees to participate in political activities and the public interest in imposing reasonable limitations on those rights in the name of a non-partisan public service.

## **Exhibit 1:** Politically restricted classes of public servants in Canada's provinces and territories

Canada's provinces and territories all have rules in place with regard to the political activities of public servants. In most cases, the rules are enshrined in legislation. Most jurisdictions differentiate between the political rights of specific groups of employees based on the role, level and visibility of the positions held by the employees in the group. Stricter rules apply for certain classes of employees who are referred to as "politically restricted."

In most jurisdictions, politically restricted employees include deputy heads and other senior executive positions, such as assistant deputy ministers and the Secretary to the Cabinet. In some provinces, the scope is broader. For example, in Prince Edward Island, restrictions are imposed on the political activities of any employee who has regular access to, reports directly to or gives policy advice and information to a deputy head or minister. In New Brunswick, politically restricted employees include those providing policy or legal advice to ministers and deputy heads, as well as those from central agencies who participate in decision-making in relation to, or otherwise actively contribute to, the formulation of policies for the provincial government.

In terms of prohibited political activities, most provinces and territories do not allow politically restricted employees to seek nomination as, or to be, candidates in a provincial or federal election. Other prohibited activities range from holding office in a political party to speaking or writing on behalf of a candidate or political party in any election or by-election. Politically restricted employees are generally allowed to vote, to be members of a party, to attend political meetings and to contribute money to a political party or candidate.

### *Awareness of rights and legal obligations*

4.66 To encourage adherence with the political activities provisions of the PSEA, public servants must have an understanding of their rights and legal obligations with respect to engaging in political activities and, in the case of candidacy activity, of the role of the PSC in granting permission to seek nomination as, or be, a candidate. Communicating the necessary information to employees is particularly challenging when they do not have access to electronic messages, or when they are seasonal employees.

4.67 Both the PSC and organizations subject to Part 7 of the PSEA continued to make concerted efforts in 2010-2011 to inform employees of their rights and obligations, especially those organizations with a large regional presence and remote locations. This included updating the PSC's "Political Activities and You" brochure, as well as providing deputy heads with an information communiqué for employees regarding political activities. Given the number of fixed-date municipal elections in 2010-2011, the PSC targeted its communication outreach efforts in locations where elections were being held. It contributed information regarding a federal public servant's legal obligations related to political activities to both municipal and association publications and Web sites. Additionally, the PSC reached out to the National Managers' Community by sharing information through the community's Web site and at its annual conference.

4.68 The PSC continued to remind organizations of the importance of their ongoing role in keeping their employees informed about the political activities regime, particularly those in regional offices or located in remote locations who may not have access to a computer as part of their work environment. The PSC also actively supports the DPARs in each organization subject to Part 7 of the PSEA, in fulfilling their responsibilities regarding political activities.

4.69 **Surveys of Staffing – Candidates** – The PSC's two most recent Surveys of Staffing – Candidates (SOS-C), the 2009 SOS-C and the 2010 SOS-C, also collected data about public servants' awareness of their rights and legal responsibilities with regard to political activities, the extent to which their organizations kept them informed of these rights and what resources they consulted during the reference periods. The surveys targeted federal organizations that fall under the PSEA for staffing purposes and that had at least 350 employees on the last day of the reference periods. For the political activities portion of the surveys, the reference periods were "in the previous two years" for the 2009 SOS-C and July 1, 2009 to June 30, 2010 for the 2010 SOS-C. The 6 separate employers to which Part 7 of the PSEA applies, and which have over 47 000 employees, were not covered by the surveys.

4.70 The surveys found that employee awareness has progressively increased over time. A total of 63% of employees indicated being aware of their rights and responsibilities to a moderate or great extent in the 2010 survey, up from 57% in the 2009 survey. However, 37% of those responding to the 2010 SOS-C indicated that they were aware of their rights and responsibilities with regards to political activities to a limited extent or not at all; 43% did so in the 2009 SOS-C.

4.71 On-line and printed materials provided by the PSC are the resources most frequently consulted by employees when seeking information about their rights and responsibilities regarding political activities. Furthermore, the latest data from the 2010 SOS-C indicates that nearly 58% of employees were informed about their rights and responsibilities by their respective organizations with respect to political activities to a moderate or great extent, up from 53% in the 2009 SOS-C.

4.72 Together, these findings suggest that a relatively large proportion of employees remain ill-informed about their rights and legal responsibilities with regard to political activities. This underscores the ongoing need for both the PSC and organizations to further improve the effectiveness of communication and outreach activities in this area.

4.73 The most recent survey indicated that, during the reference period, 5% of respondents engaged in at least one form of political activity other than voting or candidacy, such as displaying or distributing partisan material or fundraising for a political party. This is the same as found in the 2009 SOS-C, which asked about participation in political activity during the previous two years.

### *Investigations into political activities of public servants*

4.74 The PSC also ensures adherence with Part 7 of the PSEA through investigations.

4.75 The PSC has exclusive authority to carry out investigations of allegations of improper political activity. Anyone may bring forward to the PSC an allegation of improper political activity by a federal public servant. If the PSC determines that any allegation of improper political activity is founded, it may take any corrective action that it considers appropriate, up to and including the dismissal of the employee. In the case of an allegation that a deputy head has engaged in political activities other than voting, only a person who is or was a candidate in an election may make an allegation. If the PSC concludes that the allegation is substantiated, it will report to the Governor in Council, who may dismiss the deputy head.

4.76 In 2010-2011, the PSC received 10 new requests to investigate allegations related to improper political activities. With 3 allegations carried over from previous fiscal years, the Commission completed 12 cases during the fiscal year. Three of these were completed through full investigation, and one was determined to be founded, given that the employee failed to obtain permission and LWOP from the PSC prior to seeking nomination as, and being, a candidate. One case remained pending at the end of the fiscal year (see Table 15).

## **Table 15:** Public Service Commission investigations into allegations of improper political activities

| | |
|---|---|
| Number of active cases carried over from previous years | 3 |
| Number of requests received in 2010-2011 | 10 |
| Total number of active cases in 2010-2011 | 13 |
| Number of cases completed in 2010-2011 | 12 |
| *Number of cases closed at intake*[1] | *8* |
| *Number of cases discontinued after referral to investigation* | *1* |
| *Number of investigations unfounded* | *2* |
| *Number of investigations founded* | *1* |
| Number of active cases remaining as of March 31, 2011 | 1 |

**Source:** Public Service Commission Investigations Management Information System

[1] Cases closed for reasons that include no jurisdiction (6), no possibility of corrective action (1) and a discontinuance as the individual retired (1).

4.77 As reported in its 2009-2010 Annual Report, the PSC has shifted its approach to addressing allegations of improper political activity relating to municipal candidacy. Fewer cases are now being referred for investigation, thereby allowing the Commission to ensure that its resources are used in the most efficient and effective way possible and are better aligned with the level of risk to the non-partisanship of the public service arising from political activity by public servants.

## The relationship between the public service and the political spheres

4.78 The appropriate working relationship between the public service and the political spheres is fundamental to a professional, merit-based and non-partisan public service. It is also highly complex and dynamic, yet fundamental to effective accountability in Canada's system of government. As a result, the PSC has placed special emphasis over the past two years on enhancing its understanding of the relationship between the public service and the political spheres, as well as its impacts, particularly the way in which the PSC carries out its responsibilities under the PSEA to safeguard the non-partisanship of the public service.

4.79 Further to one of the commitments in last year's Annual Report, in 2010-2011 the PSC continued to broaden its dialogue on non-partisanship. The PSC met with interested Parliamentarians from both Houses to discuss issues such as new and emerging risks to the non-partisanship of the public service, the establishment of guidance outlining standards of behaviour and the existing governance framework for handling allegations of political influence and related matters, such as conflict of interest. These meetings and other discussions with Parliamentarians over the course of the year were instrumental to the development of the PSC's recommendations in its Special Report to Parliament on enhancing the approach for safeguarding the non-partisanship of the public service. They also reinforced the ongoing need for the PSC, public servants at all levels and Parliamentarians to be alert to signs of pressure on the non-partisanship of the public service.

4.80 In 2010-2011, the PSC also sought to increase its understanding of the views of Canadians on key issues with regard to a non-partisan public service. The PSC commissioned a study of existing survey and other research on the perceptions of Canadians related to ethics, accountability and the role of the public service. The study found that only about half of Canadians (56%) believe that they have a good understanding of the difference between the roles of people who work in the federal public service and federal politicians, and that one quarter (24%) are not confident in their knowledge of the difference. Given the central function that perception plays in the non-partisanship of the public service, these findings underscore the importance of ensuring that the boundaries of the relationship between the public service and the political spheres are not just clearly articulated, but also effectively communicated to, and understood by, all Canadians.

4.81 In last year's Annual Report, the PSC concluded that some of the most significant risks to the non-partisanship of the public service stem from tension between the public service and political spheres with regard to appropriate roles and responsibilities. If roles and responsibilities are not clearly defined, or if there is a lack of understanding about these roles and how interactions should be managed, then the risk to the non-partisanship of the public service is heightened.

4.82 Over the past year, the PSC examined a number of mechanisms and approaches that could help clarify the relationship between the political and public service spheres. Other jurisdictions have adopted a variety of tools, such as codes of conduct, to help clarify this relationship. Academic programs for current and possible future ministerial staff are also now offered in Canada and a number of other countries and address such issues as governance and interaction with the public service. The public service will continue to examine these and other tools in the year ahead.

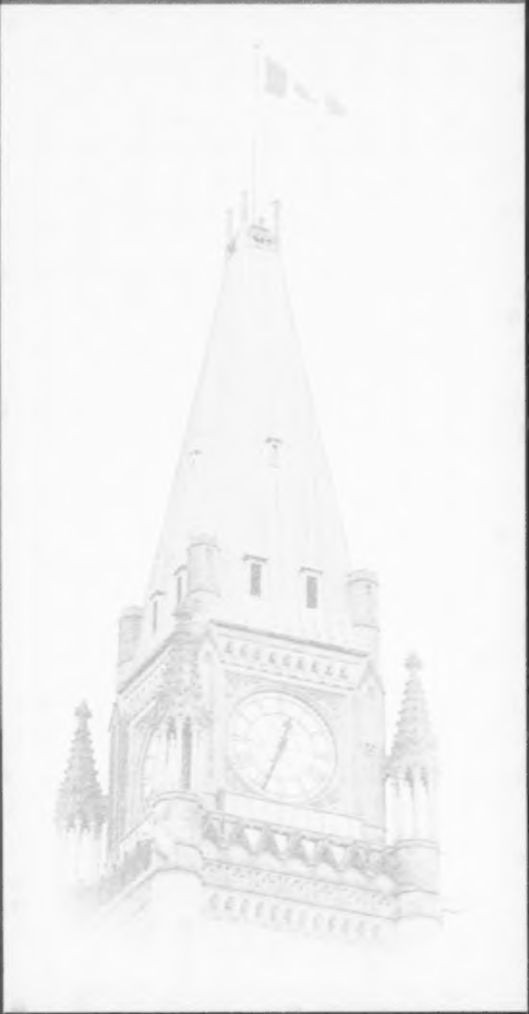
4.83 In May 2011, the Privy Council Office issued a new version of *Accountable Government: A Guide for Ministers and Ministers of State*. This document provides improved guidance on the roles and responsibilities of ministerial staff. While its primary audience is ministers and their staffs and it is not widely disseminated among public servants, the guide does provide some information on the role of public servants in relation to the political sphere. However, there remains a need for additional guidance.

4.84 For instance, PSC oversight activities in recent years, as well as expert research, show that public servants working in communications or involved in consultation activities often face particular challenges in this regard, as do officials in regional offices who tend to have more direct contact with their minister and ministerial staff. In these cases, ensuring that public servants have access to concrete and meaningful guidance on expected behaviours is even more important.

4.85 In 2011-2012, the PSC will contribute to developing further guidance for public servants on their roles, obligations and behaviours in a non-partisan public service and engage key stakeholders, including employees, deputy heads and central agencies, in this work. The PSC will explore opportunities to collaborate with the Canada School of Public Service, the Office of the Chief Human Resources Officer and other organizations to integrate this guidance into employee training, and will also reflect it in its communications. Together, these measures will help address the need to ensure a deeper understanding of the importance of a non-partisan public service and a greater awareness of the individual responsibilities that contribute to the protection of this core value.

# Chapter 5

# Management of staffing in departments and agencies



# 5 Management of staffing in departments and agencies

**Highlights:**

- Organizational performance in the management of staffing continued to improve during 2010-2011. Sub-delegation instruments are in place in most organizations as well as human resources plans linked with appropriate staffing strategies.
- Areas requiring attention include the monitoring of higher-risk staffing practices and ensuring that appointment policies are current.
- Efficiency in staffing as measured by time to staff continues to be a challenge. This will be critical to address, along with ongoing refinement of the Public Service Commission's (PSC) approach to ongoing monitoring.

5.1 The PSC has delegated most of its appointment and appointment-related authorities to deputy heads through Appointment Delegation and Accountability Instruments (ADAIs). Deputy heads, in turn, sub-delegate these authorities to hiring managers.

5.2 One of the ways in which the PSC holds deputy heads accountable for the exercise of their delegated appointment authorities is by measuring the staffing performance of their respective organizations using the Staffing Management Accountability Framework (SMAF). This measurement framework sets out the key areas essential for a well-managed staffing system and is aligned with the Departmental Staffing Accountability Reports (DSARs) submitted annually by all organizations with which the PSC has signed an ADAI.

5.3 The SMAF focuses on two aspects of a well-managed staffing system: key success factors and outcomes.[13] The PSC expects that, with good performance in the key success factors, organizations will demonstrate progress in achieving the short-term outcomes intended by the *Public Service Employment Act* (PSEA). This includes greater efficiency in staffing as well as improved perceptions of fairness and transparency in staffing practices, more effective use of available staffing options and advances in building a workforce that is representative of the Canadian population.

**Key Success Factors**

1. Delegation of staffing to deputy heads
2. Planning for staffing and monitoring of results
3. Organizational human resources support systems
4. Organizational accountability for results

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[13] Details of the SMAF are presented in Appendix 1.

5.4 This chapter presents the results of the PSC's assessment of organizational performance in 2010-2011 in the four key success factors. It also reports the progress on the time it takes to staff positions, as well as several important challenges related to improving the measurement of organizational performance in a highly delegated system. The PSC's assessment of performance with respect to merit and the guiding values is the focus of Chapter 3.

## Assessment objectives and methodology

5.5 The PSC's goal in assessing organizational performance is to ensure that deputy heads are appropriately using their delegated authorities, respecting the core and guiding values, collecting staffing information and adjusting their organizational practices and processes to achieve ongoing improvement. While this goal remains constant, the framework and methodology for the PSC's assessment continue to evolve in order to address lessons learned and changing requirements as the staffing system matures.

5.6 The SMAF assessment process provides a global, annual assessment of how individual organizations are managing their staffing. The PSC relies on two distinct sources of information in its assessments. The first is information self-reported by organizations through the PSC's DSAR template and supporting documentation. The second is information generated by the PSC, such as statistics related to operational staffing and the Survey of Staffing, as well as the results of PSC audits, investigations and studies, which provide a relatively higher level of assurance.

5.7 Based on analysis of the previous fiscal year's statistical results, the PSC targets the approximately 40% of organizations with relatively weaker performance for further examination. In cases where specific areas of concern are identified by the PSC (e.g. a higher number of non-advertised appointments as a proportion of total appointments, or a lower level of manager satisfaction with the quality of hires), the organization is expected to demonstrate in its DSAR how it is managing the concern(s). Organizations are also required to answer specific questions about their performance against the key success factors of the SMAF and to demonstrate how they have responded to any concerns and recommendations raised by the PSC in previous years.

5.8 In assessing organizational performance, the PSC assigns four possible ratings:

- Strong performance (consistent with assessment criteria plus innovative or noteworthy practices);
- Acceptable performance (consistent with the assessment criteria);
- Opportunities for improvement (some assessment criteria are not met); and
- Requires attention (key assessment criteria are not met).

5.9 Organizational performance results are used for a variety of purposes. Results are shared with departments and agencies with the goal of improving staffing, are considered in the development of the PSC's audit plan and are provided to the Treasury Board of Canada Secretariat as part of the overall Management Accountability Framework assessment. The results of the best- and worst-performing organizations and those that have shown the most improvement are also provided to the Committee of Senior Officials for consideration in the performance appraisals of deputy heads.

## Scope of assessment

5.10 In 2010-2011, 83 ADAIs were in place between the PSC and organizations subject to the PSEA. The PSC assessed the staffing performance of 83 organizations.[14]

5.11 The PSC's assessment of organizational performance is presented for each of the key success factors based on the results of 53 small, medium and large organizations.[15] Assessments for micro organizations[16] have been excluded, since these organizations account for 0.5% of the public service population covered by ADAIs and 0.5% of the staffing activity. Excluding the micro organizations from the results provides a more meaningful picture of the performance of the staffing system overall.

## Overall assessment of key success factors

5.12 Based on SMAF assessment results for the past five years, organizations are demonstrating improved performance against raised expectations. As the staffing system has matured, steps have been taken to address many of the areas of concern that were initially identified. For instance, sub-delegation instruments are in place in most organizations and organizations now generally have the human resources (HR) capacity and relevant training necessary to conduct their staffing. In addition, organizations have generally integrated their HR planning with their business planning and have developed staffing priorities and associated strategies.

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[14] The 83 organizations with ADAIs include the Public Appointments Commission Secretariat, which had an ADAI with the PSC as of March 31, 2011, but did not have any staff, so its staffing performance was not assessed. In addition, while Passport Canada and Foreign Affairs and International Trade Canada operate under one ADAI, they report and are assessed separately, thus bringing the total number of assessments in 2010-2011 to 83.

[15] Of these 53 organizations, 22 were classified as "large" (over 2 000 employees) and represented almost 91% of the PSEA population. Of the remaining organizations, 14 were classified as "medium" (500 to 1 999 employees) and 17 as "small" (100 to 499 employees).

[16] Micro organizations are those that have fewer than 100 employees.

5.13 However, there are areas that still require attention in order to sustain and improve performance in the coming years. While nearly all organizations have established satisfactory HR staffing strategies, more work is required to develop effective measurement frameworks. Senior management must be engaged in this work and must also assume a leadership role in fostering adjustments and refinements in the frameworks over time. In addition, a small number of organizations have not been sufficiently responsive to PSC recommendations regarding how their organizational performance can be improved.

5.14 Figure 5 provides an overview of how the federal public service performed against the key success factors over each of the last four years, based on an aggregate average score across the four factors.[17] For 2010-2011, the PSC's assessment revealed that 79% of organizations had "acceptable" or "strong" performance. Overall, these findings represent a significant improvement over the results reported for fiscal year 2009-2010.

5.15 Performance results for 2010-2011 illustrate the need for organizations to build capacity to monitor their staffing practices and activity. Four in ten organizations require attention in monitoring higher-risk staffing practices, and one in three continues to require attention in comparing actual to planned staffing. While SMAF assessments found that only 1 in 6 organizations requires attention in monitoring the staffing decisions of sub-delegated managers, the 11 organizational audits completed and tabled in 2011 have revealed a greater need for improvement at the transactional level.

5.16 Organizations whose performance was assessed in 2010-2011 as less than acceptable will be expected by the PSC to focus on two closely related areas: developing staffing management frameworks that support the ongoing collection and analysis of information in key staffing areas; and comparing actual to planned staffing activities, identifying gaps and making required adjustments with senior management involvement. The PSC will continue to review the organizations' performance in both of these areas.

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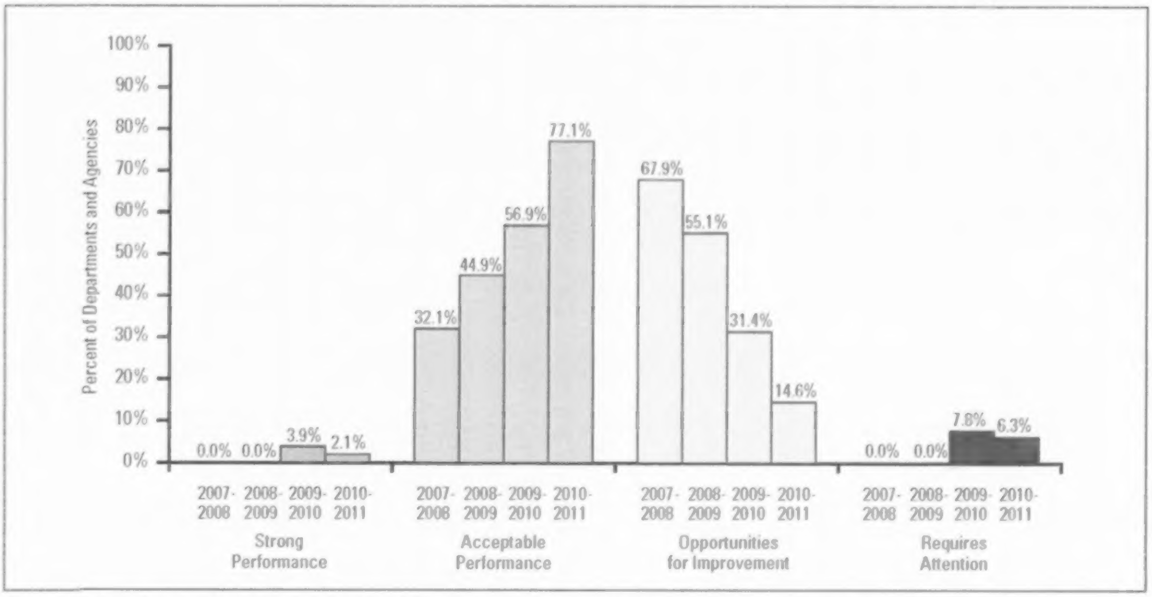
[17] In order to maintain comparability across years, results related to two new indicators assessed in 2010-2011 are excluded from this analysis. Organizational performance against these two indicators is presented in the appropriate section (Delegation of staffing to deputy heads).

**Figure 5:** Key success factors for all organizations (excluding those with fewer than 100 employees)



**Source:** Public Service Commission Staffing Management Accountability Framework assessment results

**Note:** Previous years' results have been revised to reflect the methodology of the 2009-2010 Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

## Delegation of staffing to deputy heads

5.17 The PSC expects organizations to provide evidence that they are using internal staffing monitoring frameworks to assess the use of delegated staffing and staffing-related authorities within the organization. In 2010-2011, a total of 72% of organizations were assessed as having either "strong" or "acceptable" performance for this key success factor, compared to 63% in 2009-2010. These organizations are successfully implementing frameworks to allow them to assess whether staffing decisions are in compliance with relevant laws and policies and the core and guiding values, and are reporting results to senior management.

5.18 Organizations with less than acceptable performance (i.e. the 28% of organizations receiving a rating of "opportunities for improvement" or "requires attention") did not have adequate internal monitoring mechanisms, were not reporting results to senior management and/or were not taking action to address identified issues.

5.19 Although organizations are increasing their internal monitoring capacity at an organizational level, additional effort is still required to improve monitoring at the transactional level. As noted in Chapter 3, the audits completed by the PSC in 2010-2011 demonstrated the need for further progress to be made in monitoring individual transactions and quality-control practices. In their DSARs, organizations are also more frequently identifying and reporting on issues associated with quality control.

5.20 Further, organizations are identifying concerns with some high-risk staffing practices, such as non-advertised appointments and long-term acting appointments, through their internal monitoring activities. In order to address these concerns, organizations reported that they are providing additional training to managers and HR staff, making adjustments to internal staffing policies and promoting the use of staffing checklists and peer review of staffing files by HR advisors.

5.21 For the 2010-2011 reporting period, the PSC revised its expectations for continued organizational performance in areas that have not been assessed since 2006-2007 and the coming into full force of the PSEA in late 2005. Organizations were asked to demonstrate that they were:

- Collecting, analyzing and reporting to management data on five higher-risk staffing areas, as required by the PSC, including long-term acting appointments and non-advertised appointments to the EX occupational group;
- Monitoring four other areas, including in-house investigations into appointment processes and the accuracy and completeness of staffing files;
- Analyzing results to make decisions; and
- Updating and aligning critical internal appointment policies (e.g. area of selection policy and criteria for non-advertised appointments) with the requirements and objectives of the PSC, and communicating them to employees within their organization.

5.22 Since 2006-2007, the PSC has required, through provisions in various staffing policies and regulations, that organizations monitor these high-risk areas. The PSC's 2010-2011 assessment revealed that many organizations have not incorporated the collection, analysis and reporting of results in these areas into their formal monitoring frameworks, and were therefore unable to demonstrate that they met this expectation. With respect to organizational internal monitoring and the use of results, the PSC rated 38% of organizations as "requires attention." In 2010-2011, 60% of organizations were rated as "acceptable" performance for the requirement of organizations to update their internal staffing policies in accordance with changes made to the PSC's policies since 2006-2007. About 15% of organizations had not updated key internal policies, and 4 in 10 organizations must still update at least one of their organizational policies to align with policy changes that have been made by the PSC and/or communicate the revised policies to their employees.

**Noteworthy practices**

Two organizations were rated as having "strong" performance for adopting delegation approaches tailored to their individual circumstances and challenges. **Western Economic Diversification Canada** implemented organizational monitoring and control mechanisms to effectively manage staffing risk areas. **Health Canada** used a combination of training and tool development to assist sub-delegated managers with writing rationales and ensuring that non-advertised appointments comply with human resources plans and the core and guiding values.

Also of note is the performance of the **Canada Border Services Agency** for initiating a requirement that sub-delegated managers receive refresher training in staffing every two years, a commitment that the Public Service Commission supports.

### *Imposing additional terms and conditions to delegation*

5.23 As noted in Chapter 6, the PSC uses a number of oversight activities, including audits, to ensure that deputy heads exercise their delegated authorities properly and adhere to the PSEA. Depending on the conclusions drawn from an audit, the PSC may provide an organization with recommendations for improving its staffing practices and ensuring compliance with legislative, regulatory and policy requirements.

5.24 When its oversight activities reveal serious issues, the PSC may decide to impose additional terms and conditions on an organization's ADAI. These terms and conditions depend on the severity of the findings and may range from requiring additional reporting or restricting the deputy head's authority to sub-delegate within their organization, to removing delegated authorities, either partially or completely.

5.25 In July 2010, as a result of a PSC audit, the PSC imposed additional terms and conditions to the delegated appointment and appointment-related authorities of the Parole Board of Canada.

5.26 In June 2010, the PSC removed all additional terms and conditions that had been previously imposed on the Canada Space Agency, based on a follow-up audit. In June 2011, the PSC also removed two of the four additional terms and conditions imposed on the Royal Canadian Mounted Police (RCMP), associated with the authority to sub-delegate appointment and appointment-related authorities of the Commissioner of the RCMP. A further decision was taken in July 2011 to remove the conditions imposed on Health Canada requiring an action plan and additional reporting to the PSC.

5.27 A list of all organizations operating with additional terms and conditions to delegation in 2010-2011 is provided in Appendix 3.

5.28 In 2010-2011, the PSC adopted a Framework for Imposing Additional Terms and Conditions to Delegation. Starting in 2011-2012, it will use the framework in imposing terms and conditions on ADAIs in response to the findings of oversight activities.

## Planning for staffing and monitoring of results

5.29 The PSC's assessment of this key success factor considers organizational staffing performance from two perspectives:

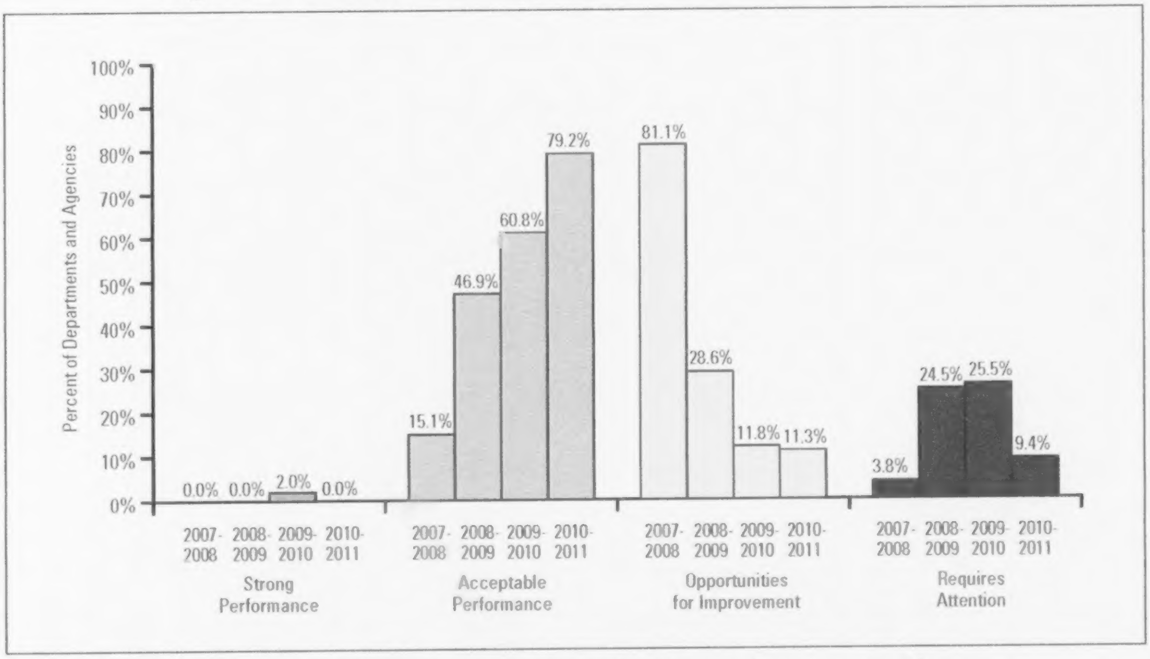
- Planning for staffing – The identification of broad organizational staffing priorities and development of staffing strategies that will bring about the achievement of these priorities; and
- Monitoring of staffing results – An ongoing comparison of actual staffing activities to planned activities (i.e. staffing strategies) in order to assess progress and identify where any changes are required.

5.30 Given the importance of these activities and the differing levels of performance, results are presented separately to highlight where attention is required.

### *Planning for staffing*

5.31 Organizations must provide evidence to the PSC that they have identified and documented staffing priorities and have developed corresponding staffing strategies. The PSC's 2010-2011 assessment found that organizations continue to improve their performance with respect to staffing priorities and strategies, with approximately 79% of organizations assessed as demonstrating "acceptable" or "strong" performance, compared to 63% and 47% in the previous two years. The increase in the share of organizations with "acceptable" or "strong" performance reflected organizations putting greater effort into creating meaningful staffing plans and priorities, including measurable performance indicators.

## **Figure 6:** Planning for staffing priorities and strategies for all organizations (excluding those with fewer than 100 employees)



**Source:** Public Service Commission Staffing Management Accountability Framework assessment results

**Note:** Previous years' results have been revised to reflect the methodology of the 2009-2010 Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

5.32 In recent years, the PSC has noted a growing trend toward organizations establishing and implementing more refined staffing strategies to provide managers with appropriate guidance to achieve corporate and operational objectives. Improvements have been noted in areas such as linking staffing priorities with organizational objectives, aligning staffing strategies with staffing priorities and comparing actual and planned staffing activities.

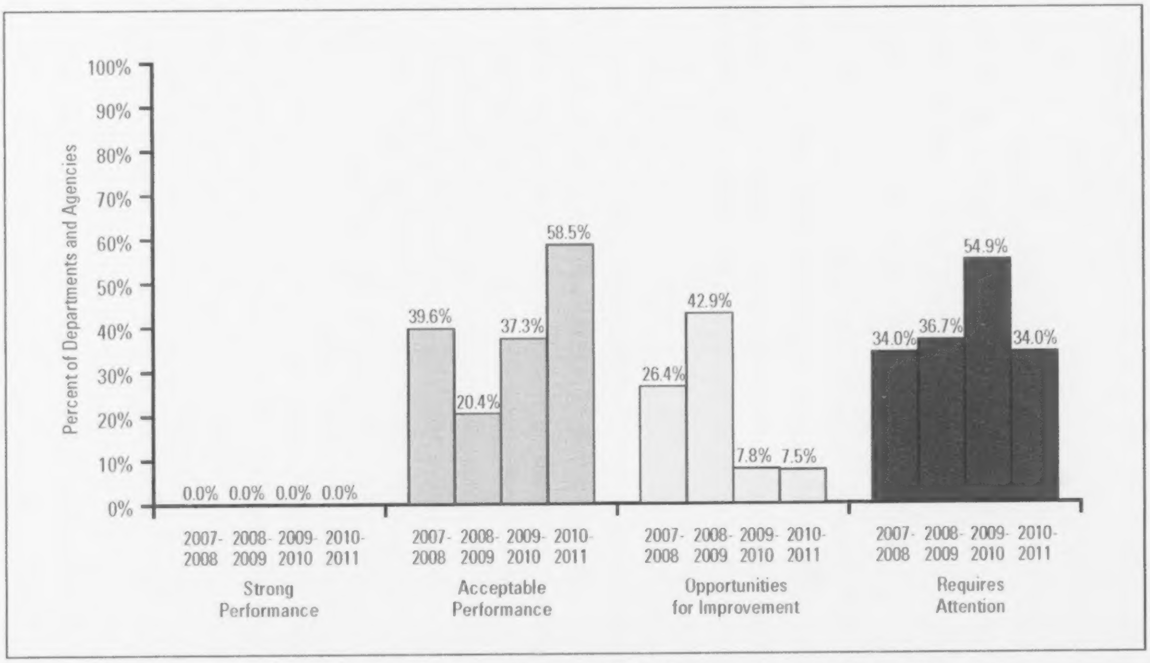
5.33 In 2010-2011, organizations have shown some improvement in this area compared to last year. Organizations assessed as less than "acceptable" have generally identified senior management-approved staffing priorities and associated staffing strategies showing how goals will be accomplished, but are still not setting out measurable expected results or performance indicators.

### *Monitoring of staffing results*

5.34 The PSC requires organizations to provide evidence that they have completed a detailed comparison of actual and planned staffing activities. In addition, organizations must document the reasons for any differences between actual and planned outcomes, identify where improvements can be made and ensure that these monitoring results, with the appropriate recommendations for improvements, are reported to senior management. Finally, organizations must also show that, when provided with this information, senior managers acted on it and provided direction. These requirements are essentially unchanged from the last reporting period.

5.35 As noted earlier and in Chapter 3, the PSC's audits in 2010-2011 revealed the need for organizations to improve their monitoring and quality control practices. In the past three years, the PSC's assessment of organizational performance has shown that there has been a steady improvement in organizations' monitoring of staffing results against planned staffing strategies. Fifty-nine percent of organizations demonstrated "acceptable" performance in this area in 2010-2011, as compared to 37% and 20% in 2009-2010 and 2008-2009 respectively. As was the case in 2009-2010, most of the organizations with a rating of "requires attention" in this area have no system in place to compare actual to planned outcomes, and no information on which to base recommendations to senior management.

**Figure 7:** Monitoring of staffing results for all organizations (excluding those with fewer than 100 employees)



**Source:** Public Service Commission Staffing Management Accountability Framework assessment results

**Note:** Previous years' results have been revised to reflect the methodology of the 2009-2010 Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

## Organizational human resources support systems

5.36 As a condition of the ADAI, organizations must ensure that sub-delegated managers have access to staffing advisors who have passed the PSC's Appointment Framework Knowledge Test (AFKT), thereby demonstrating knowledge of the legislative and policy frameworks for staffing in the public service.

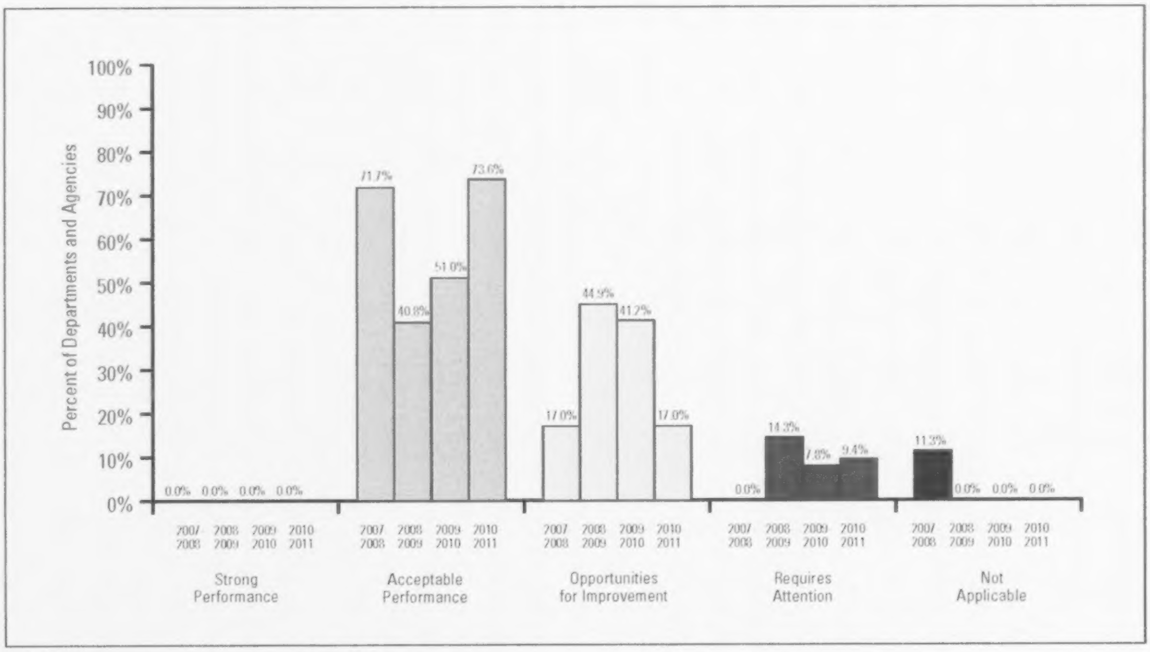
5.37 The PSC requires that at least 80% of staffing advisors in small, medium and large organizations successfully complete the AFKT. In addition, organizations are expected to provide and track the continuous learning required to ensure that staffing advisors maintain their expertise. In 2010-2011, 98% of organizations successfully met this requirement (up from 96% in 2009-2010).

5.38 Based on the 2010 PSC Survey of Staffing – Managers (SOS-M), 93% of managers reported that they were satisfied "to some extent" (42%) or "to a great extent" (51%) with the quality of the staffing services provided to them, up from 91% in the previous year. Seven percent of managers responded that they were "not at all" satisfied with the quality of the staffing services. Organizations where managers are less satisfied are expected to monitor the situation and implement strategies to address the issue. The PSC will continue to review results in this area, including deputy head commitments, in 2011-2012.

## Organizational accountability for results

5.39 The ADAIs between deputy heads and the PSC stipulate that deputy heads must report to the PSC on the accountability indicators defined in the SMAF and make improvements where deficiencies are identified. In its annual assessment of organizational performance, the PSC examines each organization's success in responding to recommendations made by the PSC in previous years. The PSC expects organizations to demonstrate action and improvement with respect to all recommendations.

**Figure 8:** Organizational accountability for results – implementation of PSC recommendations by organizations (for all organizations (excluding those with fewer than 100 employees))



**Source:** Public Service Commission Staffing Management Accountability Framework assessment results

**Note:** Previous years' results have been revised to reflect the methodology of the 2009-2010 Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

5.40 Of the 53 organizations assessed in 2010-2011, 46 had received recommendations following the PSC's 2009-2010 assessment of staffing performance. The percentage of organizations with "acceptable" performance in implementing the PSC's recommendations continued to increase, from 51% in 2009-2010 to 74% in 2010-2011.

5.41 This year's assessment revealed that 32 of the 46 organizations that received recommendations last year responded to and demonstrated improvement with respect to all of the PSC's recommendations, and 9 organizations responded to at least half of the recommendations and demonstrated improvement. Five organizations acted on fewer than half of the PSC's recommendations or were unable to demonstrate improvement.

5.42 In 2009-2010, the PSC observed that it had made the same recommendation regarding planning for staffing and monitoring results to 13 organizations[18] for the third consecutive year. The PSC drew this to the attention of the respective deputy heads, and emphasized the importance of addressing the PSC's recommendations. This year's assessment revealed that progress has been made: 11 of the 13 organizations have now acted on the feedback; and 9 have demonstrated improvement in how they plan for staffing and monitor results.

5.43 Of the 13 organizations, 2 have not taken appropriate action and 7 need to continue to work on implementing the recommendations and will receive the same recommendation for the fourth year in a row. Given the ongoing and serious nature of this issue, the PSC has brought it to the attention of the deputy heads of the organizations involved and has reiterated its expectation that organizations will act on PSC feedback.

5.44 While some progress has been made, the PSC continues to identify organizations that demonstrate only limited responsiveness to its recommendations. In 2010-2011, six organizations received the same recommendation for the third year in a row. These recommendations relate to a variety of different indicators. The PSC will continue to review the progress of all organizations in responding to its recommendations, and is committed to providing them with support tailored to their specific requirements to ensure improved results.

## Top performers

5.45 The results of the PSC's annual assessment process reveal that the staffing system is generally operating as intended by the PSEA. The majority of organizations (76%) have acceptable overall performance with respect to the key success factors and outcomes of the SMAF. This is especially pertinent considering that expectations were higher during this reporting period with respect to delegation of staffing.

5.46 The 2010-2011 assessment revealed three top-performing organizations when considering all indicators (key success factors and short-term outcomes): the Canada School of Public Service; Citizenship and Immigration Canada; and Health Canada.

5.47 A total of 5 organizations were assessed as having less than acceptable performance when considered across all indicators, down from 11 organizations in 2009-2010.

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[18] This number includes the 12 organizations reported in the 2009-2010 Annual Report, as well as an additional organization that received the same recommendation during an audit in 2009-2010.

## Table 16: Top performers based on the Public Service Commission's 2010-2011 Staffing Management Accountability Framework assessment

| Organization |
|---|
| Canada School of Public Service |
| Citizenship and Immigration Canada |
| Health Canada |

**Source:** Public Service Commission's Staffing Management Accountability Framework assessment results

## Efficiency and flexibility in staffing

5.48 Under the SMAF, one of the intended outcomes of organizations making progress on the key success factors is enhanced flexibility and efficiency in the staffing system. A flexible and efficient staffing system enables managers to respond to their operational needs through timely recruitment and appointment of qualified candidates, in accordance with the core and guiding values and the use of other resourcing options, when appropriate. In an ongoing period of fiscal restraint, ensuring further improvements in the efficiency and flexibility of staffing through the effective use of both the permanent and contingent workforces, without compromising the core and guiding values of the PSEA, must be a priority for managers, organizations and the PSC.

### *Time to staff*

5.49 The PSC currently measures the efficiency of the staffing system by the time it takes to staff a position. Based on the PSC's analysis of the most recent Survey of Staffing – Managers (SOS-M), the average time to staff for indeterminate advertised positions was 21.7 weeks in 2010.[19]

5.50 Although the time to staff distinct indeterminate advertised positions remained relatively stable from 2008 to 2010, the average time required to staff using collective indeterminate advertised processes dropped significantly, from 27.0 weeks in 2008 to 22.0 weeks in 2010 (see Table 17).[20] This decrease is mainly attributed to a decline in the time required to staff subsequent appointments from already-created pools of qualified candidates, which fell from 21.3 weeks in 2009 to 16.2 weeks in 2010.

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[19] Based on the manager's estimate of the total time elapsed between when a staffing request form is submitted and when the appointee first reports for their new position.

[20] The PSC estimates time to staff separately for distinct and collective processes. Based on data collected through the Survey of Staffing – Managers, a process is identified as collective if it involves more than one hiring manager and/or appointments within more than one work unit or location or in multiple organizations.

5.51 The SOS-M also shows that large organizations took an average of 22 weeks to complete an advertised staffing process in 2010, a decrease of more than 2 weeks from 2008. Nonetheless, time to staff continues to be higher in large organizations than in medium and small organizations, where staffing took an average of 19.4 and 17.2 weeks, respectively, in 2010. There is also a higher proportion of advertised processes in large organizations (53%) that are collective, as compared to medium (42%) and small (26%) organizations. This may, in part, contribute to the differences in time to staff between these organizations.

## **Table 17**: Time to staff[1] indeterminate positions by type of process in weeks[2]

| | Average duration of time to staff (weeks) | | |
|---|---|---|---|
| | 2008 | 2009 | 2010 |
| **Advertised processes** | 23.6 | 23.5 | 21.7 |
| • Distinct | 20.8 | 21.8 | 21.3 |
| • Collective | 27.0 | 25.4 | 22.0 |
| – Staffing request after pool is created | n/a | 21.3 | 16.2 |
| – Staffing request before pool is created | n/a | 27.2 | 26.5 |
| **Non-advertised processes** | 12.2 | 12.5 | 12.3 |

**Source:** Survey of Staffing – Managers: 2008, 2009 and 2010

[1] The measure of time to staff is defined as the total elapsed time between when a staffing request form is completed until the appointee first reported for their new position. The observations included are indeterminate appointments for which time to staff was between 1 and 120 weeks.

[2] The data used for these calculations are weighted. As a result, the numbers being reported differ slightly from those in the previous Public Service Commission Annual Report.

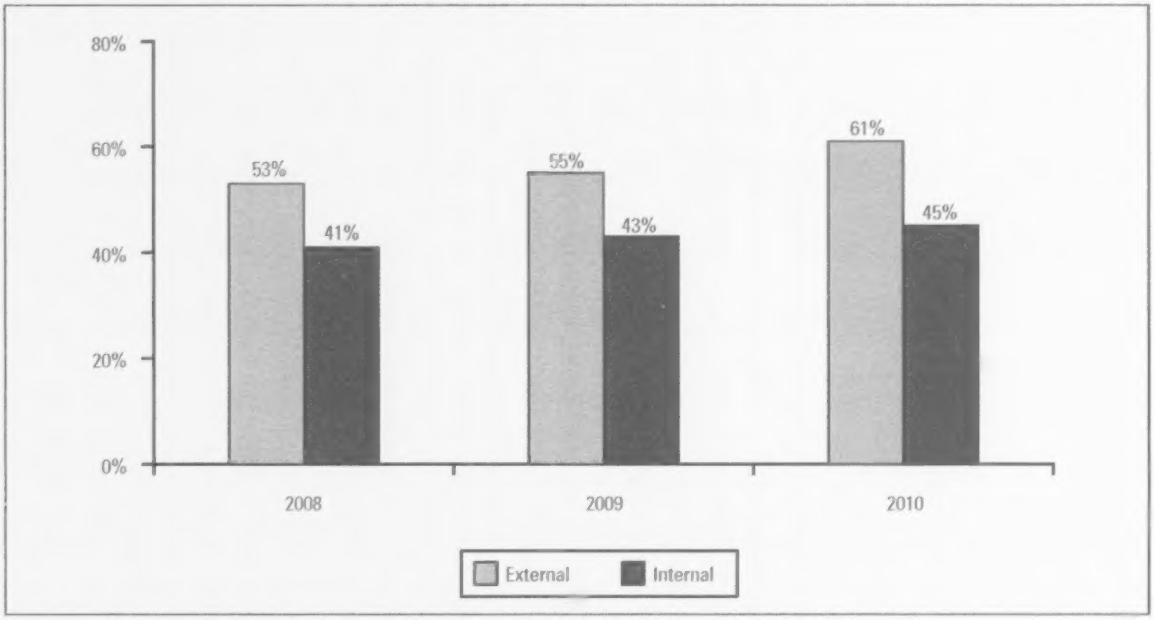
5.52 The SOS-M asks hiring managers about delays in their appointment processes. The top three reasons identified by managers in the 2010 SOS-M as having delayed their advertised process "to some extent" or "to a great extent" are: availability of candidates for testing or interviewing; staffing process knowledge/stakeholder expertise; and availability of, or change in, HR staff. Other reasons included the drafting of the merit criteria and priority clearance.

5.53 Results of the 2010 SOS-M also showed that the number of different HR advisors involved in a staffing process had a negative impact on time to staff. For example, it took an average of 18.6 weeks to staff an advertised position in 2010 when only one HR advisor was involved in the process. This number jumped to 31.7 weeks when the HR advisor changed two or more times during the staffing process.

### *Collective staffing*

5.54 In a period of fiscal restraint, collective staffing may offer managers an efficient and cost effective way to fill their positions in appropriate situations. As noted above, the results of the latest SOS-M show that the average time required to staff through collective indeterminate advertised processes has dropped significantly. Moreover, despite the number of internal staffing actions declining in 2010-2011 (see Chapter 2), the use of collective staffing processes has continued to gather momentum in the federal public service (Figure 9). Furthermore, SOS-M data show that a greater proportion of managers using external advertised processes opted for collective processes, as compared to managers using internal advertised processes.

**Figure 9:** Use of collective advertised processes by hiring managers



**Source:** Survey of Staffing – Managers: 2008, 2009 and 2010

5.55 The use of collective processes is most appropriate when the positions to be staffed have high similarity, and there is consistency in the merit criteria across a number of positions. The 2010 SOS-M found that collective staffing processes were used in a greater proportion for the Correctional Services (CX), Purchasing and Supply (PG) and Border Services (FB) occupational groups. It found that distinct processes were used extensively to staff the Personnel Administration (PE), Information Services (IS) and Law (LA) occupational groups.

### *Managing for adaptability*

5.56 To achieve the efficiency and flexibility desired of a robust staffing system, it is critical to look at the entire workforce, including the permanent and contingent workforces.[21] Effective planning of the overall workforce enables managers to make informed staffing decisions as they consider the available staffing options for both their temporary and permanent vacancies. Access to the contingent workforce[22] offers managers the ability to adapt to changing operational requirements by providing flexible, short-term resourcing options.

5.57 As resourcing and organizational needs differ between organizations, managers require the flexibility to choose the appropriate staffing process that best suits their situation. Based on a demographic analysis of casual and specified term employees in place as of March 31, 2011, the PSC found that the purpose and composition of the contingent workforce appeared to vary across organizations, reflecting their unique operational requirements and contexts. The proportions of casual and specified term employees varied among organizations, as well as the occupational group and level of the positions.

## Ongoing refinement of the monitoring framework

5.58 Good and effective data, analysis and measurement are critical for improving the effectiveness of the staffing system. The PSC continues to be concerned that challenges in measurement persist. As noted in the PSC's Special Report to Parliament in March 2011, "In a highly delegated staffing system, where accountability is held *ex poste*, it is crucial that the right measures are in place."[23]

5.59 Measurement of time to staff continues to be a significant challenge. The PSC recognizes the importance of refining existing measures to account for differences among types of processes, e.g. advertised and non-advertised, external and internal and collective and distinct. Measures of time to staff must also consider the differing perspectives of those involved in the staffing process, including managers, candidates and human resources advisors. Figure 10 demonstrates these perspectives. Time to staff can also be affected by whether steps are taken in parallel or sequentially.

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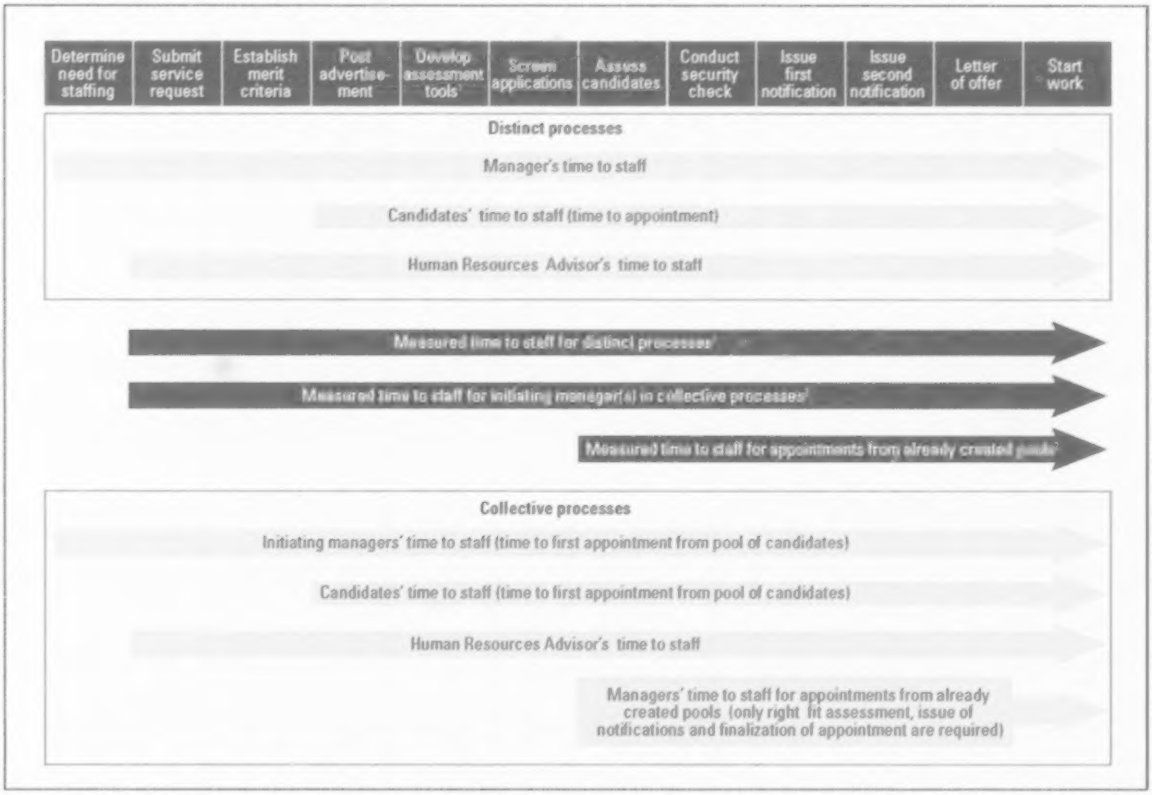
[21] Canada. Public Service Commission of Canada. *Merit and non-partisanship under the* Public Service Employment Act *(2003)*. Ottawa, 2011, p. 12.

[22] The contingent workforce is composed of individuals hired under the PSEA for specified periods as term employees, casual workers and students and individuals contracted under a service contract pursuant to the *Financial Administration Act*, such as temporary help workers and consultants.

[23] *Merit and non-partisanship under the* Public Service Employment Act *(2003)*, p. 15.

## **Figure 10:** Differing perspectives on time to staff


Determine need for staffing
Submit service request
Establish merit criteria
Post advertisement
Develop assessment tools[1]
Screen applications
Assess candidates
Conduct security check
Issue first notification
Issue second notification
Letter of offer
Start work
Distinct processes
Manager's time to staff
Candidates' time to staff (time to appointment)
Human Resources Advisor's time to staff
Measured time to staff for distinct processes[2]
Measured time to staff for initiating manager(s) in collective processes[2]
Measured time to staff for appointments from already created pools[2]
Collective processes
Initiating managers' time to staff (time to first appointment from pool of candidates)
Candidates' time to staff (time to first appointment from pool of candidates)
Human Resources Advisor's time to staff
Managers' time to staff for appointments from already created pools (only right fit assessment, issue of notifications and finalization of appointment are required)

[1] Where assessment tools are not developed in advance of posting.

[2] Time to staff is measured using the Public Service Commission's Survey of Staffing – Managers.

5.60 In its 2009-2010 Annual Report, the PSC committed to making data available to organizations to help them not only set benchmarks for time to staff, but also monitor performance more generally. This year, the PSC released data on its Web site from both the manager and candidate components of the Survey of Staffing. The data cover 41 questions from the 2008 and 2009 surveys for all organizations with 350 or more employees. Ten questions relate specifically to time to staff, such as the time to staff for different types of processes, reasons for delay and levels of satisfaction for candidates. The PSC encourages organizations to use this information to move forward on establishing benchmarks for time to staff that reflect their own operational realities and the different perspectives of managers, candidates and HR advisors.

5.61 The SMAF is the primary basis for the PSC's monitoring and assessment of organizational performance. Over the past five years, the SMAF has been refined annually, as the areas considered to be of greater risk to the integrity of the staffing system have evolved. As noted earlier, the PSC added two new indicators in 2010-2011 in order to be able to better examine organizations' internal monitoring of higher-risk areas and ensure that organizations' policies aligned with the PSC's expectations. In addition, since the PSEA came into effect, changes have been made to the SMAF and the DSAR processes to address concerns about the reporting burden, improve feedback to deputy heads and key partners and reflect the reality of micro organizations. Improving consultation and communication with organizations has also been a priority.

5.62 In 2010-2011, the PSC began to plan for an integrated five-year review of the SMAF. The objective is to ensure that a meaningful accountability framework is in place, one that uses appropriate indicators, is based on appropriate information and data and fosters ongoing improvement. The review will be undertaken in close consultation with stakeholders and will address specific questions such as whether the SMAF is achieving its purpose and whether SMAF outcomes could be achieved through alternative means. A revised SMAF is expected to be in place for the 2012-2013 reporting cycle.

### Noteworthy practice

The Public Service Commission (PSC) expects organizations to demonstrate that they have efficient staffing processes. The Canada School of Public Service has developed and implemented a Project Charter, which serves as a management and communications tool. The Project Charter, filled out by the sub-delegated manager and the staffing advisor, is used to set out the duties and responsibilities of each person involved at each stage of a staffing process, identify potential risks associated with the type of process and specify deadlines and other details. The PSC believes that this initiative is exemplary in monitoring the length of time of the hiring process.

# Chapter 6

# Oversight

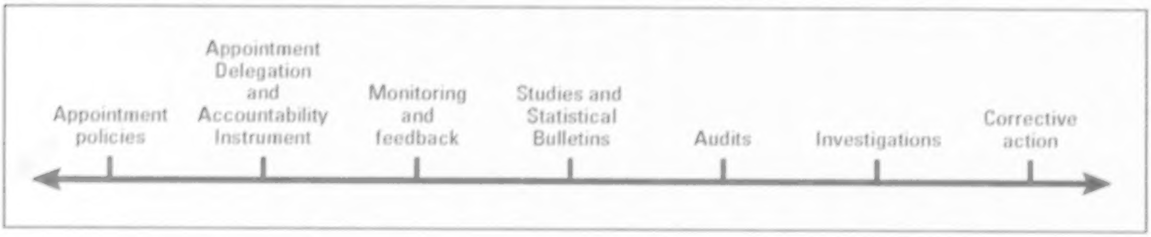
# 6 Oversight

**Highlights:**

- The Public Service Commission (PSC) has addressed all of the recommendations in the 2009 Independent Review Committee report on the PSC's oversight function.
- In 2011, the PSC tabled 11 organizational audits in Parliament. Improved methodology and an increased reliance on the audit work of organizations has increased efficiencies and decreased the impact of audits on organizations.
- Issues related to merit, error, omission and improper conduct in external appointment processes continued to represent the largest percentage of the PSC's investigation caseload in 2010-2011.

6.1 Given the nature of the legislative framework set out in the *Public Service Employment Act* (PSEA), an effective, robust regime for oversight and accountability is essential. Mechanisms must be in place to ensure that deputy heads are accountable to the PSC for the exercise of the appointment authorities that are delegated to them. Similarly, the PSC must have the tools it needs to be able to discharge its accountability to Parliament. One of the key tools the PSC uses is its oversight continuum, which includes, but is not limited to, organizational monitoring, organizational audits and studies, as well as transactional investigations (see Figure 11). The oversight continuum is described in more detail in Appendix 5A.

**Figure 11:** Public Service Commission Oversight Continuum


Appointment policies
Appointment Delegation and Accountability Instrument
Monitoring and feedback
Studies and Statistical Bulletins
Audits
Investigations
Corrective action

6.2 The results of the PSC's oversight activities provide important information about the integrity of the staffing system across the federal public service. In addition, this information provides Parliament with assurance that the core PSEA values of merit and non-partisanship, as well as the guiding values of fairness, access, transparency and representativeness, are respected in appointments made across the federal public service.

6.3 This chapter provides an overview of PSC audits, studies and investigations into appointment processes during 2010-2011, as well as an update on the implementation of the recommendations resulting from the 2009 independent review of the PSC's oversight function. The PSC Audit and Studies Plan for 2012 and 2013 is presented in Appendix 4.

## Oversight review

6.4 In 2008, the President of the PSC requested that an Independent Review Committee be struck to review the oversight functions of the PSC. The focus of the review was on determining the appropriateness of the approach and level of effort of PSC oversight, and on identifying opportunities for improvements, while respecting the PSC's statutory obligations. The scope of the review did not include PSC investigations and political activities.

6.5 The review resulted in 18 recommendations to the PSC in 2009. These focused on six areas: stakeholder communications; collaboration with the Office of the Comptroller General and the Office of the Auditor General; review of PSC policies and the Staffing Management Accountability Framework; monitoring and the Departmental Staffing Accountability Report process; audit; and performance monitoring and reporting. The PSC provided a preliminary report on progress in implementing the recommendations in its 2009-2010 Annual Report.

6.6 As of 2010-2011, the PSC has addressed all of the recommendations in the Committee's report. Some have been completely implemented, while others have been successfully integrated into ongoing PSC operations and approaches. A summary of the progress made in implementing the recommendations is provided in Appendix 5B.

## Audits

6.7 As part of fulfilling its accountability to Parliament, the PSC conducts audits of the appointment activities of organizations. The objective of these audits is to determine whether organizations have appropriate frameworks, systems and practices in place to manage their appointment activities, and whether appointments and appointment processes in the organizations comply with the PSEA and its regulations.

6.8 In addition to providing assurance to Parliament on the integrity of appointment processes, audits help the PSC, as well as deputy heads, understand organization-specific staffing risks, controls and governance. Follow-up audits are conducted as needed, based on the results of previous audits and ongoing monitoring.

6.9 To provide an assessment of the management of staffing in the public service and of identified cross-cutting issues, the PSC also completes government-wide audits of specific issues in a number of organizations. Where possible, government-wide audits are undertaken using available information from current and previous audits. By making use of this information, the PSC aims to minimize the impact on organizations of its government-wide audits.

6.10 To work more effectively with organizations, the PSC has made its audit methodology available to them. Further, the PSC is also open to establishing reliance on the audit or review work done by organizations on their own staffing activities. For instance, the PSC has successfully established reliance on the review of appointment files completed by Natural Resources Canada. As a result, the sample of appointments reviewed by the PSC was reduced, thus minimizing the time that PSC auditors needed to be in the organization. It also provided the department with the opportunity to take early corrective action on areas requiring improvement.

6.11 **Organizational audits and analysis** – As outlined in the Audit and Studies Plan – 2011 and 2012 included in the PSC's 2009-2010 Annual Report, nine organizational audits and one government-wide audit were planned for publication in 2011. As a result of improved methodology and resulting efficiencies, as well as reliance established for one of the organizations audited, in 2011, the PSC was able to conduct 11 organizational audits, as well as undertake work on the agreement on the follow-up to the *Audit of the Immigration and Refugee Board of Canada*. More detailed results of individual organizational audits results can be found in the PSC's Audit Reports 2011.

6.12 Audits of the following organizations were completed in 2011: Economic Development Agency of Canada for the Regions of Quebec; Environment Canada; Financial Consumer Agency of Canada; Foreign Affairs and International Trade Canada; Canadian Human Rights Tribunal; National Energy Board; Natural Resources Canada; Office of the Commissioner of Official Languages; Office of the Superintendent of Financial Institutions Canada; Transport Canada; and Transportation Appeal Tribunal of Canada.

6.13 As a result of these organizational audits, the PSC has decided to amend the existing delegation agreement with the Deputy Head of the Office of the Commissioner of Official Languages to require additional reporting on actions taken to address the PSC audit recommendation. For the remaining 10 organizations, the PSC will monitor follow-up action to the audit recommendations, as laid out in the action plans submitted by the organizations, through its regular monitoring activities.

6.14 Given that the *Government-wide follow-up Audit of Executive Appointments* was postponed to a future date, the PSC conducted an analysis on priority consideration in the public service, using existing audit results. The objective of the analysis was to determine whether priority persons were considered by organizations prior to making an appointment as outlined in the PSEA, the *Public Service Employment Regulations*, the Appointment Delegation and Accountability Instrument, the PSC Appointment Framework and the Guide on Priority Administration. Details of this analysis are included in Chapter 7.

6.15 **Agreement on the Follow-up to the Audit of the Immigration and Refugee Board of Canada** – The PSC undertook follow-up audit work to the 2009 audit of the Immigration and Refugee Board of Canada (IRB). With the 2009 audit indicating that the IRB needed to improve its staffing practices, the PSC and the IRB signed an agreement stating that the PSC would continue to audit appointments as they were made by the IRB for a period of one year (July 2009 to June 2010). This would provide more assurance on the compliance of appointments. The agreement also indicated that the PSC could investigate any internal appointment process identified in the audit of the IRB. Work on this agreement is nearing completion.

6.16 **Risk Assessment of the Office of the Public Sector Integrity Commissioner of Canada** – Following its audit of the Office of the Public Sector Integrity Commissioner of Canada (OPSIC), the Office of the Auditor General of Canada advised the President of the PSC of potential staffing issues. As a result, the PSC conducted a risk assessment of the OPSIC, which covered the period from the creation of the OPSIC in April 2007 until December 31, 2010.

6.17 The risk assessment found that, in the area of delegation, the OPSIC has appropriate controls, including training for sub-delegated managers, to ensure respect of the PSC delegation policy. The staffing strategies at OPSIC have improved since its initial plans were developed, and they support OPSIC priorities. Overall, the policies within OPSIC comply with the PSC Appointment Framework; however, improvements can be made to the OPSIC *Policy on Area of Selection* and *Policy on the Use of Non-Advertised Appointments*. While the OPSIC has had a number of service providers since its creation, the risk assessment found that the relationship established with the current service provider and the confirmation of human resources advice and challenge in more recent appointment files demonstrates that the service provided to the organization has improved significantly. The review of compliance demonstrated that both merit and the guiding values were respected by the current service provider.

6.18 Given the overall low risk of non-compliance with the PSEA and its regulations, the PSC will not conduct an audit at this time. The PSC will complete an audit during its normal audit cycle (ending in 2015), and will continue to examine the OPSIC through its regular monitoring activities. As a final step to the risk assessment, the Investigations Branch of the PSC has further assessed some early OPSIC appointments covering staffing transactions overseen by the organization's former service providers. Following this assessment, none were deemed to warrant further investigation.

6.19 **Audit plan** – A detailed list of the audits planned for 2012 and 2013 is provided in Appendix 4. It also includes organizational follow-up audits, as well as government-wide audits and studies. The Audit and Studies Plan is subject to modification as the PSC updates its risk profiles and monitoring activities.

## Studies

6.20 In addition to audits, the PSC conducts studies to enhance its understanding of the staffing system. Studies use statistical methods or descriptive tools to identify potential staffing issues and noteworthy practices. The following section provides a brief description of the studies completed or underway in 2010-2011, including new studies and updates to previous ones, and a new statistical bulletin developed during 2010-2011.

6.21 **Approaches to measuring time to staff** – A statistical study was launched to develop new measures for the time to staff positions in the public service. The study uses the PSC's administrative data holdings on both external and internal processes. Such new measures will improve the understanding of factors that affect time to staff and will provide valuable information to support organizations in their staffing activities.

6.22 **Understanding staffing data systems** – To support its data strategy, the PSC is preparing a study on staffing data systems in public service organizations. This study will describe how organizations collect, verify and use staffing data and will provide an opportunity to share best practices across organizations.

6.23 **New Indeterminate Employees: Who Are They? (Study update)** – This study focused on the prior public service work experience new hires had before becoming indeterminate employees. The proportion of new indeterminate hires with no prior experience in the public service increased from 15.9% in 2004-2005 to 37.0% in 2009-2010, and declined to 31.3% in 2010-2011 (see Table 18). This is of concern to the PSC, as the proportion of individuals with prior public service experience who become indeterminate employees remains high (68.7% in 2010-2011).

## **Table 18:** New indeterminate hires by prior public service experience and fiscal year

| Fiscal year | No prior public service experience % | With prior public service experience | | | |
|---|---|---|---|---|---|
| | | Specified term, never casual % | Casual, never specified term % | Specified term and casual % | Other[1] % |
| 2004-2005 | 15.9 | 39.8 | 7.0 | 29.8 | 7.6 |
| 2005-2006 | 21.6 | 36.7 | 9.4 | 24.4 | 7.9 |
| 2006-2007 | 28.7 | 28.2 | 13.3 | 21.1 | 8.7 |
| 2007-2008 | 31.4 | 25.0 | 14.3 | 20.2 | 9.1 |
| **Updates** | | | | | |
| 2008-2009 | 35.0 | 23.3 | 14.6 | 19.0 | 8.1 |
| 2009-2010 | 37.0 | 22.7 | 15.9 | 17.0 | 7.5 |
| 2010-2011 | 31.3 | 24.8 | 16.2 | 18.7 | 9.1 |

**Source:** Public Service Commission Job-based Analytical Information System

[1] New indeterminate hires with prior experience as students are included in this column only if they had no experience as a specified term or casual.

6.24 **To What Extent Do Casuals Become Employed Under the *Public Service Employment Act*? (Study update)** – The extent to which casual hires are subsequently appointed to term or indeterminate positions is of interest to the PSC, as the advantage of hiring individuals with prior experience in the federal public service needs to be balanced with the guiding values of fairness and access to public service jobs. Updates to this study found a continuously increasing proportion of casual employment spells ending with appointment under the PSEA, from 41.0% in the period 1997-2005 to 54.0% in 2008-2009 (see Table 19). The recent data indicate that the proportion of casuals with subsequent employment under the PSEA has decreased slightly but remains high at 51.1% in 2009-2010. The proportion of casuals employed in indeterminate positions was 33.7%, a decrease from 2008-2009.

## Table 19: Proportion of casual employment spells with subsequent appointment under the *Public Service Employment Act*

| Fiscal year | Subsequent employment: In indeterminate positions % | Subsequent employment: In specified term positions % | Total % |
|---|---|---|---|
| 1997-2005 | 26.3 | 14.7 | 41.0 |
| **Updates**[1] | | | |
| 2005-2006 | 30.3 | 11.3 | 41.7 |
| 2006-2007 | 35.4 | 12.4 | 47.8 |
| 2007-2008 | 37.6 | 15.5 | 53.1 |
| 2008-2009 | 36.9 | 17.1 | 54.0 |
| 2009-2010 | 33.7 | 17.3 | 51.1 |

**Source:** Public Service Commission Job-based Analytical Information System

[1] In these updates, each employment spell was followed until March 31, 2011 to observe if there was an appointment under the *Public Service Employment Act*.

6.25 **Appointments Under the *Public Service Employment Act* Following Participation in Federal Student Employment Programs (Study update)** – The original study found that, on average, 22.5% of students in federal student employment programs[24] during the eight-year period from 1997 to 2005 were subsequently employed in term or indeterminate positions in the public service. The majority of these first appointments under the PSEA were to indeterminate positions. Subsequent employment under the PSEA was slightly higher in the following years. Table 20 shows that 24.6% of students who participated in these programs during 2007-2008 were subsequently employed under the PSEA. This study demonstrates that students remain an important source of new indeterminate employees.

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[24] These include Federal Student Work Experience Program and Co-operative Internship Education Program students.

## Table 20: Proportion of student employment spells with subsequent appointment under the *Public Service Employment Act*

| Fiscal year | Subsequent employment | | Total<br>% |
|---|---|---|---|
| | In indeterminate positions<br>% | In specified term positions<br>% | |
| 1997-2005 | 16.7 | 5.8 | 22.5 |
| **Updates**[1] | | | |
| 2005-2006 | 24.1 | 3.8 | 27.9 |
| 2006-2007 | 20.4 | 5.8 | 26.2 |
| 2007-2008 | 19.2 | 5.4 | 24.6 |

**Source:** Public Service Commission Job-based Analytical Information System

[1] In these updates, each student employment spell was followed for a minimum of three years to observe subsequent appointments under the *Public Service Employment Act*. The fiscal years refer to the date when the individuals had their spell as a student.

6.26 **Acting Appointments and Subsequent Promotions in the Federal Public Service (Study update)** – The study examined whether an acting appointment gives an employee an advantage towards a subsequent promotion. Acting appointments ending with promotions continue to be a concern for the PSC, since they can provide an advantage to the person acting over other candidates who did not have the same opportunity. Table 21 shows that the rate of subsequent promotion for acting situations during the period 2009-2010 continued to drop to 31.0% from 33.5% in 2007-2009, and from over 40% in both the 2002-2004 and 2004-2007 periods. The duration of acting situations ending with a promotion became shorter, from 13.5 months in 2007-2009 to 12.8 months in 2009-2010. The difference between acting situations ending with and without a promotion, one month on average, could not be associated with the experience gained during the acting situations.

## Table 21: Acting[1] appointments and subsequent promotions

| Fiscal year | Subsequent promotion rate<br>% | Average duration (months) | |
|---|---|---|---|
| | | Promoted | Not promoted |
| 2002-2004 | 41.3 | 15.0 | 13.0 |
| **Updates** | | | |
| 2004-2007 | 41.2 | 15.5 | 13.4 |
| 2007-2009 | 33.5 | 13.5 | 12.5 |
| 2009-2010 | 31.0 | 12.8 | 13.8 |

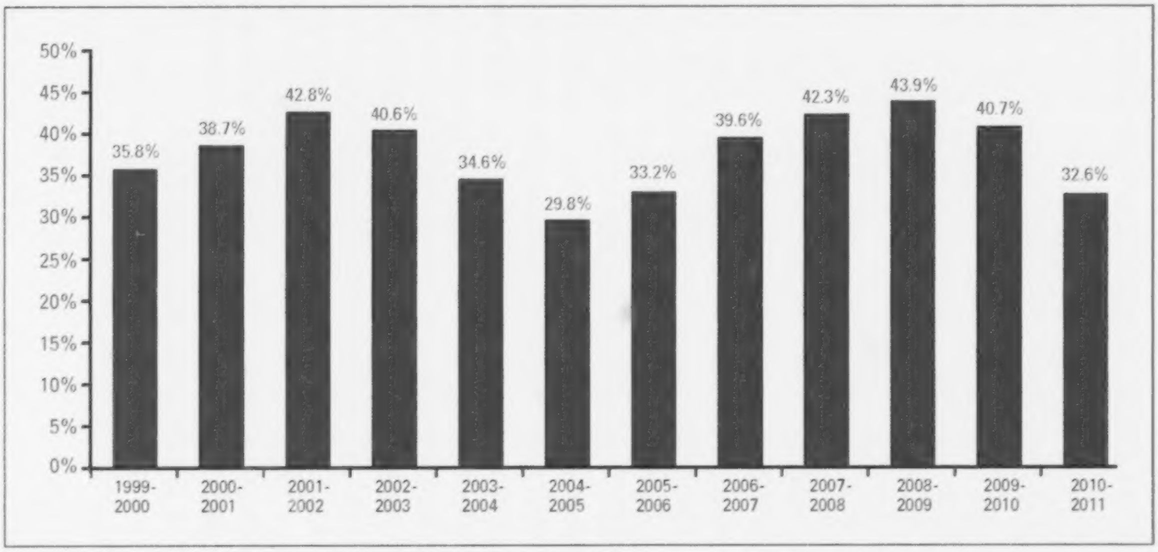
**Source:** Public Service Commission Job-based Analytical Information System

[1] For the purposes of the study, an acting situation is defined so as to analyze the relationship between the duration and the outcome of acting appointments. Acting appointments can be sequential and extend well over a year. A situation defines the cumulative duration of all acting appointments to a specific occupational group and level. Subsequent promotion took place if the employee is appointed – within four months after the end of the acting appointment – to the same group and level of the position in which they were acting. Consequently, these estimates may differ from those found elsewhere in the Annual Report, which adopt a different definition.

6.27 **Study on Mobility of Public Servants (Study update)** – In its 2006-2007 Annual Report, the PSC identified the level of movement within the federal public service as a challenge, and subsequently conducted a study in 2007-2008 to better understand trends in various types of employee mobility. The study described the nature and level of appointments leading to movement in the federal government, examined the factors influencing it and identified lessons learned. This year, in response to continued interest in employee mobility, the PSC updated the original study to cover the three fiscal years since its release.

6.28 Overall mobility rate decreased to 32.6% in 2010-2011, some 8 percentage points lower than the year before. This year's rate compares with the low rates observed during the period of fiscal restraint (Expenditure Review) from 2003-2004 to 2005-2006. Since 1999-2000, mobility rates have ranged from a low of 29.8% in 2004-2005 to a high of 43.9% in 2008-2009. All six occupational groups identified by the study as having especially high mobility (AS, EC, EX, IS, FI and PE) showed a decline in mobility in 2010-2011. The National Capital Region continued to experience a higher rate of employee movement than other regions.

**Figure 12:** Rate of movement for indeterminate appointments to and staffing activities within the public service by fiscal year[1]



**Source:** Public Service Commission hiring and staffing activities files

**Note:** The figures exclude Canada Border Services Agency for all years.

[1] Mobility is the intra- and inter-organizational movements that include appointments to the public service, promotions, lateral and downward movements and acting appointments.

## Statistical Bulletins

6.29 In 2010-2011, a new product, Statistical Bulletins, was developed to provide factual information on specific issues related to the hiring and staffing activities in the federal public service. This series will provide deputy heads and senior public service human resources professionals with quick access to timely, topical analytical insights derived from the PSC's extensive data holdings. Topics for the bulletins are selected based on current or emerging issues related to the PSC's oversight functions.

6.30 The inaugural issue of the bulletin, entitled *Visible Minorities and Bilingual Positions in the Federal Public Service – Impact of Official Language Requirements*, examines the career progression of visible minorities in organizations under the PSEA. It shows that the representation of visible minorities in public service bilingual positions increased from 3.7% in 2000 to 7.8% in 2009, and that there do not appear be negative impacts for the career progression of visible minorities based on linguistic requirements.

## Investigations into appointment processes

6.31 The PSC continues to use investigations and audits into appointment processes as a means of protecting the overall integrity of the public service staffing regime and to ensure compliance with the PSEA.

6.32 **Authority** – Under Part 5 of the PSEA, the Commission has the power to investigate the following:

- Merit and possible errors, omission or improper conduct that can occur in external appointment processes;
- Errors, omission or improper conduct in internal appointment processes at the request of a deputy head, or for non-delegated internal appointments;
- Suspicion of fraud in any type of appointment process (internal or external); and
- Possible political influence in any type of appointment process (internal or external).

6.33 **Volume of investigations** – In 2010-2011, the PSC had 696 active cases, of which 516 requests were received during the fiscal year and 180 were carried over from previous years (see Table 22). A total of 492 cases were completed, 96 of these through investigation. Of the 96 investigations completed, 61 were determined to be founded.

## **Table 22:** Public Service Commission investigations into appointment processes[1]

| | Section 66 External appointment processes | Section 67(2) Internal appointment processes – delegated | Section 68 Political influence | Section 69 Fraud | Other Sections of the PSEA[2] | Total |
|---|---|---|---|---|---|---|
| Number of active cases carried over from previous years | 108 | 30 | 0 | 14 | 28 | 180 |
| Number of requests received in 2010-2011 | 307 | 4 | 4 | 55 | 146 | 516 |
| Total number of active cases in 2010-2011 | 415 | 34 | 4* | 69 | 174 | 696 |
| Number of cases completed in 2010-2011 | 303 | 22 | 0 | 34 | 133 | 492 |
| *Number of cases closed at intake*[3] | *240* | *5* | *0* | *6* | *132* | *383* |
| *Number of cases discontinued* | *6* | *0* | *0* | *0* | *1* | *7* |
| *Number of cases resolved through Early Intervention*[4] | *6* | *N/A* | *N/A* | *N/A* | *N/A* | *6* |
| *Number of investigations unfounded* | *24* | *5* | *0* | *6* | *0* | *35* |
| *Number of investigations founded* | *27* | *12* | *0* | *22* | *0* | *61* |
| Number of active cases remaining as of March 31, 2011 | 112 | 12 | 4 | 35 | 41 | 204 |

**Source:** Public Service Commission Investigations Management Information System

[1] It is possible for files to be opened under one section of the *Public Service Employment Act* (PSEA) but later be investigated under another.

[2] These other sections include sections 17, 67(1), 15(3), internal appointments, and cases that don't clearly fall into a specific category (other).

[3] Cases closed for reasons that include no jurisdiction, no possibility of corrective action or other policy or regulatory considerations.

[4] Early Intervention is not offered other than for cases under section 66 of the PSEA.

*One additional case was opened in 2011-2012 for a total of five investigations.

6.34 **Investigations following a PSC audit** – In 2010-2011, a significant number of files were referred for investigation following PSC audits of various organizations. As a general observation, the audits noted that many files referred for investigation were problematic due to the documentation on file. Specifically, the PSC auditors noted that files were incomplete; that assessments were only partially completed; that assessments were conducted globally rather than on each individual merit criteria; that marks did not match rating guides; and that pass marks were not indicated. Some investigations concurred with these findings and ordered corrective actions, as applicable. In others, appropriate evidence was found to support the appointment. Even though the PSEA is now in its sixth year of implementation, the PSC has observed that many files remain improperly documented.

6.35 **Audits conducted by the Investigations Branch** – Under the PSEA, deputy heads have the authority to conduct investigations of internal appointment processes, except if fraud or political influence is suspected. If the deputy head has not conducted an investigation into an internal appointment process with identified issues or concerns, or if the PSC is not satisfied with an investigation conducted by the deputy head, the PSC may conduct an audit of such appointment processes under section 17 of the PSEA. Prior to initiating an audit, the PSC will consult the organization to determine whether other solutions are feasible and more expeditious, including an investigation conducted by the deputy head or a PSC investigation at the request of the deputy head.

6.36 **Early intervention** – As highlighted in 2009-2010, the number of cases suitable for early intervention (EI) continued to decline in 2010-2011. This resulted primarily from the fact that fewer cases received for investigation were eligible for EI. Examples of such cases include investigations following a PSC audit or fraud cases. This fiscal year, the PSC offered EI in 13 cases, representing a 59% reduction in the number of eligible cases compared to 2009-2010. For eight of these cases, EI was accepted as a process to resolve the issue; six of these were resolved successfully through the process.

## Investigations under specific authorities

6.37 **Section 66: External appointment processes** – Issues related to merit, error, omission and improper conduct in external appointment processes continued to represent the largest percentage of the PSC's investigations in 2010-2011. Following the 11 organizational audits, a risk assessment and an agreement to follow-up on an audit completed in this fiscal year, nearly 20% of the cases investigated under section 66 were referred (59 of the 307 received under this section). The PSC's Audit and Data Services Branch and its Investigations Branch are collaborating to streamline the referral process and align their activities.

**Section 66: Improper conduct – Personal relationship between assessment board member and candidate not disclosed by either party; influencing selection of candidate; disregard for expected behaviour as assessment board member; disregard for guiding values of fairness and transparency**

This investigation was conducted under section 66 of the PSEA and concerned an external advertised appointment process. The purpose of the investigation was to determine whether an error, omission or improper conduct affected the selection of the person appointed.

The PSC concluded that improper conduct had occurred. Neither the candidate nor the assessment board member disclosed their relationship to the other member of the assessment board. As an assessment board member, it is important that the individual not only be fair, but be seen to be fair. By not disclosing the nature of their relationship, the actions of the two individuals lacked transparency and denied the other member of the assessment board the opportunity to determine whether this situation indicated an actual or potential conflict of interest. Furthermore, the responsibility for making a selection from the candidate pool and documenting the appointment decision rests with the hiring manager. The integrity of the process was further affected when the assessment board members signed the relevant form attesting to their impartiality, after the PSC requested it.

Corrective action included:

- Revocation of the appointment of the candidate (which nullified the subsequent deployment);
- Loss of sub-delegated staffing authority for the assessment board member for a period of three years; and
- Training for the assessment board member.

6.38 **Subsection 67(1): Internal appointment processes; no delegation** – The PSC did not receive any new investigation files for internal appointment processes where staffing authority had not been delegated, nor are there outstanding files from previous years.

6.39 **Subsection 67(2): Internal appointment processes; delegation** – As reported in its 2009-2010 Annual Report, the PSC received a large number of requests to investigate on behalf of a deputy head late in the fiscal year. As a result, 30 of the 31 requests received in 2009-2010 were carried over to 2010-2011. The PSC received 4 new requests in 2010-2011 and completed a total of 22 investigations. Allegations in 12 of these 22 were determined to be founded, and corrective actions were recommended to deputy heads for consideration.

6.40 The PSC has, over the years, gained specialized expertise in conducting investigations. Its knowledge and experience can be beneficial, from both a financial and operational perspective, to organizations, should they request the PSC to investigate an appointment process on their behalf. The PSC is expanding its communications with organizations to demonstrate the value-added of its investigative expertise.

**Subsection 67(2): Improper conduct – Access to acting appointments and required training pre-determine candidates' success during indeterminate process Errors: Priority clearance not obtained; incomplete and insufficient assessment; several essential qualifications not assessed, including language proficiency**

Three investigations were conducted under subsection 67(2) of the PSEA and concerned an internal advertised appointment process. The purpose of the investigations was to determine whether errors, omission or improper conduct affected the selection of the persons appointed. An audit previously conducted by the PSC had raised concerns that the organization may have improperly assessed certain essential qualifications. There were also concerns that personal favouritism may have tainted these regional appointments. Consequently, the investigations included reviews of the acting appointments against the positions. Lastly, there was a concern about whether the language requirements were met in one of the appointments.

The PSC investigations determined that the organization did commit several errors and displayed improper conduct. The evidence clearly demonstrated that training acquired during the acting appointments was critical to a candidate's success in the appointment process under investigation. Training was not available to all candidates who acted in the positions. The hiring manager selected the employees who would receive six months of training while acting in the positions and, ultimately, who would be ready for promotion. The weak narrative assessments underscored the importance attributed to the training and acting requirements. Therefore, the manager's actions constituted improper conduct that affected the selection of the appointees.

Several errors were also made that affected the selection of the appointees. The organization only obtained priority clearance numbers for two of the three positions. There were some inconsistencies between the statement of merit criteria and the criteria used in the assessment of candidates. The narrative assessment was incomplete and lacked detail, as well as concrete examples, demonstrating how merit was met. The manager did not assess any of the six personal suitability qualifications. One of the candidates was appointed on a bilingual basis despite the fact that their language test results had expired; therefore, the individual did not meet the official language proficiency at the time of appointment.

The context in which the appointments took place could explain some of the errors. Contributing factors were a lack of human resources staff in the region and their high turnover at headquarters, unclear roles and responsibilities and a lack of training in support of staffing matters.

The PSC also concluded that some errors and improper conduct occurred that did not affect the selection of the appointees. For example, the manager tasked with running the process allowed an administrative assistant, a close relative of one of the appointees, to work on this process. However, the assistant was not given any authority to make appointment decisions. There was also a discrepancy in the translation of the area of selection on the job posters, but this error did not affect the selection of the appointees.

Corrective action recommended by the PSC included:

- To redo the appointment process from the screening phase to the creation of the pool of qualified candidates, inclusively;
- To establish a newly composed assessment board;
- To communicate the new assessment results to candidates within the prescribed time frame;
- To communicate the new assessment results to the deputy head within the prescribed time frame in order for the deputy head to decide to confirm or revoke the appointments; and
- To have the hiring manager participate in relevant training and refrain from participating as an assessment board member for one year, but participate as an observer in the presence of a mentor for educational purposes.

6.41 **Section 68: Political influence** – In 2010-2011, the PSC received four allegations of political influence in staffing. One additional related allegation was received in early 2011-2012. The PSC subsequently opened investigations into these allegations under the authority of section 68 of the PSEA regarding political influence in appointments, and under a dual mandate with section 66 of the Act regarding the integrity of external appointment processes.

### Atlantic Canada Opportunities Agency

In February 2011, the Member of Parliament (MP) for Moncton-Riverview-Dieppe, on behalf of the Atlantic Caucus of the then Official Opposition Party of Canada, made public that he wrote to the President of the PSC and requested that the Commission overrule some specific appointments made by the Atlantic Canada Opportunities Agency. The MP alleged that these appointments were made because of ties to a political party. The PSC subsequently opened investigations pursuant to sections 68 (political influence) and 66 (merit, error, omission or improper conduct) of the PSEA. Further, the PSC is considering whether to examine two additional appointments under the authority of section 17 (audit) of the PSEA.

It is expected that these investigations will conclude in 2011-2012, as will the examinations should they be undertaken.

6.42 **Section 69: Fraud** – The PSC received 55 new allegations of fraud in appointment processes in 2010-2011, more than double the number received in 2009-2010. In the context of the overall number of appointment processes conducted in organizations under the authority of the PSEA, this number is relatively low. However, the PSC notes that the number of new fraud allegations received has increased yearly since the coming into force of the PSEA in 2005-2006. It appears that organizations have a rising level of awareness with respect to the PSC's role in fraud investigations; as a result, more cases are being referred to the Commission.

The PSC also notes that some of the fraud cases this year address issues related to unsupervised assessments, highlighting the fact that clear instructions should be provided to candidates in instances of unsupervised assessments, and that these instructions should include possible consequences for unauthorized behaviour such as accessing prohibited material.

### Section 69: Fraud – Candidate using unauthorized material during an unsupervised assessment

This investigation was conducted under section 69 of the PSEA and concerned the alleged use of unauthorized material by a candidate during a written exam in an internal advertised appointment process.

Two individuals from the organization suspected fraud when they observed the sole candidate referring to various papers from among their personal belongings while at the desk used for writing the assessment. Although the assessment was unsupervised, the individuals observed the candidate through a window by the door of the assessment room.

The PSC investigation concluded that the candidate intended to cheat and did so by referring to concealed personal study papers. The candidate committed fraud by cheating on the written exam, despite having received written instructions on two separate occasions stipulating that no documentation or material was permitted during the written exam. The candidate had also attested to understanding the instructions provided at the exam.

Corrective action included:

- That the individual's candidacy be eliminated from the appointment process;
- That the individual obtain the Commission's written permission, for a period of three years, before accepting any other position within the federal public service;
- That the deputy head of the individual's home organization be advised of the fraud and corrective action; and
- That the individual undertake relevant training.

### Section 69: Fraud – Unauthorized collaboration on take-home examination

This investigation was conducted under section 69 of the PSEA and concerned alleged cheating by three candidates in an advertised internal appointment process.

Candidates who met the screening requirements in this process received an e-mail invitation to complete a take-home examination. The invitation instructed candidates not to share information with others, as this could give them an unfair advantage. Candidates were advised that those who did not respect the instructions could be disqualified from the process. Part of the examination requested that candidates produce an action plan. No instructions were provided on how to format or structure the action plan. While scoring the examination, the assessment board noticed that three candidates had similar, and sometimes identical, responses and that, overall, these three candidates chose a format that was distinct from other candidates in the process.

The evidence demonstrated that candidate 1 had shared a draft response and final response regarding the action plan with candidate 2. Unknown to candidate 1, candidate 2 then shared the final action plan response with candidate 3. The similarities in the formatting and the use of certain language indicate that candidates 2 and 3 relied on the information contained in the final action plan of candidate 1 in order to draft their respective responses. Candidate 3 saw one or both of those candidates' responses. Although some candidates, including two of those under investigation, had acquired some experience via past acting opportunities in positions similar to those advertised, their familiarity with the duties and work-related documents could not account for the similarity of responses among these three candidates.

The evidence indicated that all three candidates committed fraud when they improperly shared information to complete the take-home examination, contrary to the instructions provided.

Corrective action included:

- The exclusion of the three candidates from the appointment process;
- Candidates 2 and 3 being required to obtain the Commission's approval before accepting any new position within the federal public service within a prescribed time frame;
- The revocation of appointments of Candidates 2 and 3 if they accept a term, acting or indeterminate appointment within the federal public service without having first obtained such an approval; and
- The need for the three candidates to participate in relevant training within six months.

# Chapter 7

## Enabling departments and agencies

# 7 Enabling departments and agencies

**Highlights:**

- In 2010-2011, the Public Service Commission (PSC) completed a review of its policy suite to clarify expectations for a values-based staffing regime. New tools have been developed to foster and support values-based decisions.
- The PSC completed an evaluation of the priority administration program to ensure that it is prepared to support an expected increase in demand. The PSC has developed an action plan in response to the evaluation.
- In 2010-2011, enhancements to the Public Service Resourcing System (PSRS) continued to improve accessibility and ease of use for the job seeker. Additionally, to respond to the notable increase in organizations with direct access to the PSRS, the PSC has begun its implementation of an after sale service strategy to deliver targeted and proactive support.
- The Post-Secondary Recruitment program was streamlined to reduce overall campaign costs.
- The PSC invested significantly in innovation for its assessment services and products, including a new multi-year project to develop a Public Service Entrance Examination for officer positions.

7.1 The delegation of almost all PSC appointment and appointment-related authorities to deputy heads has provided departments and agencies with the ability to customize their own staffing programs and processes to meet their operational needs. This delegation is accompanied by an integrated system of oversight and accountability.

7.2 As the PSC ultimately remains responsible for the overall health of the staffing system, it makes available a broad range of policy support and other tools and services to assist departments and agencies in exercising their delegated responsibilities and achieving a values-based appointment system. In addition, there are many staffing services and products that are commonly required and used across the public service, when it does not make sense for organizations to duplicate efforts and build their own. In these cases, centralized provision by the PSC fosters greater efficiencies and improvements in the effectiveness of the staffing system.

7.3 This chapter focuses on the various types of support provided to organizations by the PSC in 2010-2011. It describes the refinements that have been made to policies and guidance and presents trends in priority administration over the year, as well as developments related to enabling infrastructure, staffing and recruitment services and assessment services and products.

## Refinements to the policy suite

7.4 In 2010-2011, after extensive consultations with key stakeholders, the PSC completed a comprehensive review of its appointment policies to ensure a values-based, harmonized suite of policies respecting the provision and spirit of the *Public Service Employment Act* (PSEA) and supporting a well-functioning delegated appointment system. The review was an important source of inputs for the PSC's assessment of the PSEA and its Special Report to Parliament on *Merit and Non-partisanship under the* Public Service Employment Act *(2003)*. The PSC has also contributed to the legislative review of the *Public Service Modernization Act*, the results of which will be tabled by the President of the Treasury Board.

7.5 As a result of the policy review, the PSC has approved a number of amendments to update, clarify and bring greater coherence to the policy suite and the PSC's expectations for a values-based staffing regime. Policy support tools and guidance material have also been streamlined for greater clarity and ease of reference. The revised policy framework will come into force in 2011-2012 and will help ensure that Canadians and their elected officials continue to be served by a highly competent, non-partisan, professional public service in which appointments are based on the requirements and values of the PSEA.

7.6 **Choice of appointment process and notification policies** – As committed to in its 2009-2010 Annual Report, the PSC consulted deputy heads on the proposed revised statement in the *Choice of Appointment Process Policy* that the PSC considers advertised processes to be the standard practice in most situations. During these consultations, deputy heads expressed the view that they did not want to lose the flexibility provided by non-advertised processes. The views of deputy heads were also sought on a proposed modification to the *Notification Policy* to require that applicants be informed of the option to ask for deputy head investigation. After further analysis and consultation, the PSC concluded that the objectives it sought to achieve with this proposed policy modification would be better realized through guidance rather than a policy amendment. The statement was subsequently incorporated into the Guide on Notification, which will come into effect in 2011-2012.

7.7 **New tools to foster and support values-based decisions** – Stakeholders, including deputy heads, were consulted in 2010-2011 about the creation of a distinct *Merit and Appointment Values Policy*. Under the framework established by the PSEA, managers are expected to be guided in their appointment decisions by the values of merit, non-partisanship, fairness, access, transparency and representativeness. Since 2005, significant effort has been made by the PSC, organizations and others to help realize this approach and raise the level of comfort that managers have in operating under the values-based legislative and policy framework.

7.8 However, as noted in the PSC's last Annual Report, managers are still not consistently demonstrating that they understand how to apply and operationalize the values of the PSEA. Since values set parameters and offer guidance in areas where the legislation allows for managerial discretion, a good understanding of the values is essential to take advantage of the flexibilities afforded by the PSEA and improve process efficiency. To emphasize the values and make them more visible, the PSC is planning to finalize moving the values from the "General" introductory section of the policy suite into a separate policy.

7.9 In addition, to help address how compliance with the values can be measured and documented, the PSC began to develop a case-based sample of both acceptable and insufficient demonstrations of the values. This will complement the guide and workshop on values that the PSC also developed over the course of the year and will implement in 2011-2012.

7.10 In 2010-2011, the PSC created and launched the PSC Glossary to foster greater consistency in the interpretation of definitions of terms used by human resources advisors and managers. The glossary is available on the PSC Web site at www.psc-cfp.gc.ca/abt-aps/gls/index-eng.htm. Users can suggest terms to be added to the PSC Glossary, as well as provide comments on definitions. The glossary will be updated regularly.

7.11 The PSC took further steps to strengthen its evidence-based policy development capacity in 2010-2011. In addition to the analyses it conducts of Public Service Staffing Tribunal decisions and PSC investigations and audits, the PSC also completed a policy assessment and review of the *Assessment Policy* requirements that are specific to EX appointments. The recommendations coming out of the assessment and review will be implemented in 2011-2012.

7.12 **Assessment** – As indicated in its 2009-2010 Annual Report, the PSC strengthened its *Assessment Policy* and guidance with a requirement that a passing mark or grade be established for each applied qualification. This would clarify that the use of a global or compensatory approach to the assessment of essential qualifications is not permitted under the PSEA. For merit to be met, each essential qualification must be assessed against its own established pass mark or grade. Essential qualifications cannot be assessed globally, as strengths in one qualification cannot be used to compensate for a qualification for which the candidate does not meet the minimum established pass mark.

7.13 **Exclusion approval orders and regulations** – The PSC continued to work on regulations and exclusion approval orders (EAOs) in several areas in 2010-2011. The PSC consulted with departments and agencies with unique needs, including Statistics Canada and the Office of the Governor General's Secretary, regarding EAOs and regulations. Broad consultations were also held on public service-wide issues, such as amendments to the *Public Service Employment Regulations* (PSER).

7.14 The PSER were amended and four EAOs and their associated regulations came into force during the period. These were the *Office of the Governor General's Secretary Exclusion Approval Order* and Regulations; the *Statistics Canada Census Related Term Employment Exclusion Approval Order* and Regulations; the *Student Employment Programs Participants Exclusion Approval Order* and Regulations; and the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order* and Regulations.

7.15 In addition, four new EAOs and regulations were added to the list of active files during the reporting period, and work is progressing on outstanding EAOs and regulations. More detailed information regarding these can be found in Appendix 6.

## Priority administration

7.16 The provisions of the PSEA and PSER include clauses that provide an entitlement, for limited periods, for persons who meet specific conditions to be appointed in priority to others. Examples of such priority entitlements include employees declared surplus or laid-off, employees on leave of absence whose positions have been backfilled indeterminately, employees who have become disabled, as well as members of the Canadian Forces (CF) and the Royal Canadian Mounted Police (RCMP) who have been released or discharged for medical reasons.

7.17 The PSC plays a leadership role across federal organizations, ensuring that entitlements are respected by all stakeholders and that priority persons are referred to vacancies and appointed, if qualified.

7.18 The PSC administers the priority administration program, oversees the requirements of the legislative and regulatory framework and monitors staffing practices as they pertain to priority administration. This includes setting priority administration policies and their application; ensuring adherence to the guiding values; establishing and maintaining an administrative infrastructure to link priority persons to jobs; providing information and guidance to organizations, bargaining agents and priority persons; and monitoring organizations' adherence to entitlements when making appointments.

### *General trends in 2010-2011*

7.19 As shown in Table 46, there were 1 597 active priorities on March 31, 2011. This represented an increase of 51 priority persons, compared to the end of the previous fiscal year. The Leave of Absence and the Relocation of Spouse categories of priority entitlement constituted 57% of these active priorities.

7.20 A closer look at the movement in and out of the Priority Information Management System (PIMS) reveals more activity than might initially be expected. For example, the number of new registrations in PIMS decreased from 1 635 at the end of the 2009-2010 fiscal year to 1 497 on March 31, 2011, a decline of 8.4%. At the same time, the total number of appointments, expired priorities and other removals from the system rose by 150, from 1 301 on March 31, 2010, to 1 451 on March 31, 2011.

7.21 While it was thought that the number of surplus priorities would rise in 2010-2011, this year actually saw a significant decrease (of about 50%) in the number of new surplus entitlements issued (422 in 2009-2010, compared to 226 in 2010-2011). A high number of surplus priorities were registered during 2009-2010, with over half of those (233) registered in the closing months of the fiscal year. This sudden jump happened for a number of reasons, including a transfer of federal public service activities to the provincial level and the winding down of the Vancouver Olympics. The timing of this resulted in an unusually large number of surplus priorities carried over into 2010-2011 and a 67% increase in appointments of surplus priorities over this fiscal year, with 240 appointed in 2010-2011 as opposed to the 144 appointed during the previous fiscal year.

7.22 Despite success in placing surplus employees, appointments of the other types of priority persons dropped by 11%, largely due to a 15% decline in requests to staff positions in 2010-2011. The increase in appointments of surplus priorities meant a decrease in the appointments of other types of priorities.

## **Table 23:** Surplus employees: New entitlements compared to appointments

| | 2006-2007 | 2007-2008 | 2008-2009 | 2009-2010 | 2010-2011 |
|---|---|---|---|---|---|
| New entitlements | 252 | 254 | 107 | 422 | 226 |
| Appointments | 145 | 211 | 102 | 144 | 240 |

**Source:** Public Service Commission Priority Information Management System

### *Support for former Canadian Forces and Royal Canadian Mounted Police members*

7.23 The number of new priority entitlements for CF and RCMP members who have been medically released decreased in 2010-2011. A total of 249 persons were registered with this entitlement during the year, compared with 301 in 2009-2010, a decrease of 17%. This decrease is a departure from the steady growth observed since 2006-2007. The number of medically released members who were appointed also dropped, from 215 in 2009-2010 to 154 in 2010-2011.

## **Table 24:** Canadian Forces and Royal Canadian Mounted Police: New entitlements compared to appointments

| | 2006-2007 | 2007-2008 | 2008-2009 | 2009-2010 | 2010-2011 |
|---|---|---|---|---|---|
| New entitlements | 206 | 244 | 259 | 301 | 249 |
| Appointments | 112 | 138 | 205 | 215 | 154 |

**Source:** Public Service Commission Priority Information Management System

### *Surviving spouse or common-law partner priority entitlement*

7.24 A new priority right for surviving spouses or common-law partners of employees, members of the CF and members of the RCMP came into force on May 12, 2010, with eligibility made retroactive to October 7, 2001; this coincides with Canada's involvement in Afghanistan. The objective of this priority right is to provide access to indeterminate public service employment to surviving spouses or common-law partners of persons whose death is attributable to the performance of duties.

7.25 The two-year entitlement provides eligible persons with the right to be appointed in an advertised external appointment process in priority to all other persons, except statutory priorities, to any term or indeterminate position in the public service for which they meet the essential qualifications.

7.26 By the end of 2010-2011, four persons had registered with the PSC for this priority entitlement. One of these was appointed indeterminately as of March 2011.

### *Evaluation of the priority administration program*

7.27 An evaluation of the priority administration program was conducted from October 2010 to February 2011. The evaluation was designed to examine the issues of program relevance and performance. It was based on a document review, key stakeholder interviews, two on-line surveys and two focus groups.

7.28 The evaluation found that the priority administration program is well-established and relevant, particularly in the context of anticipated continued reductions in staffing and a potential increase in surplus employees in coming years. Nonetheless, the evaluation identified several areas requiring attention, notably the need to clarify the roles and responsibilities of stakeholders involved in managing priority entitlements and ensure that persons entering the system are competent to perform public service jobs. The evaluation also recommended that more rigour be brought to the governance and process management of the overall program; that accountability and monitoring be increased and that options be examined for ensuring effective mechanisms for priority persons who do not believe they have been assessed fairly.

7.29 The PSC has begun work to implement the recommendations and is making improvements to ensure that the priority administration program, including PIMS, is adequately prepared to support the expected increased demand. Stakeholder feedback to date indicates support for the proposed initiatives.

7.30 For 2011-2012, the PSC is committed to ensuring that priority persons are treated fairly and transparently and that organizations are supported in dealing with workforce management issues. To this end, the PSC is upgrading the PIMS to allow organizations to see details on the referrals of their surplus employees and access electronic reports containing information critical for priority management and planning.

7.31 In addition, the PSC is working on clearly defining the roles and responsibilities of stakeholders, clarifying its policy stance on priority administration and strengthening monitoring. A performance indicator in the Staffing Management Accountability Framework will be introduced for 2011-2012.

7.32 In addition to the evaluation, a government-wide analysis of audit results from 2009-2010 and 2010-2011 was completed by the PSC in the area of priority consideration in the public service. The objective of the analysis was to determine whether priority persons were considered by organizations prior to making an appointment as outlined in the PSEA, the PSER, the Appointment Delegation and Accountability Instrument, the PSC Appointment Framework and the Guide on Priority Administration.

7.33 To lessen the impact on audited organizations, the PSC relied on information captured in current and previous audits tabled in Parliament in 2010 and 2011. The analysis used 833 appointments from 19 audited organizations. It revealed that, for about 89% of the appointments reviewed, the expectation of considering priority persons was met prior to making an appointment. However, the analysis also found that approximately 11%, or 89 out of 833 audited appointments, contained issues or errors, such as the organization not obtaining a priority clearance number prior to the date of appointment or not informing the PSC, during the appointment process, of any modifications to the statement of merit criteria. Where these types of issues were found, the PSC noted that such practices may put the guiding values at risk and may also limit access to job opportunities for priority persons.

7.34 During this analysis exercise, the PSC interviewed officials in some of the audited organizations. These officials indicated that successful placement of affected employees and/or priority persons is a result of strong leadership and senior management engagement, having a well-established in-house priority administration system in place and reaching out to professional networks and functional communities.

7.35 To ensure that organizations will continue to consider priority persons, the PSC is currently strengthening the management framework around its priority administration program.

## Enabling infrastructure

7.36 The PSC's Special Report to Parliament in March 2011 on *Merit and non-partisanship under the* Public Service Employment Act *(2003)* concluded that there is a continuing need for some centralized staffing and assessment services. These services include leveraging modern information technology to assist deputy heads and managers in carrying out their delegated roles and responsibilities. Additionally, to ensure that the needs of the human resources community are met, in 2010-2011 the PSC continued to consult on matters related to staffing and assessment services and products through a number of advisory committees. This section provides an overview of the PSC's centralized systems: the PSRS, the jobs.gc.ca Web site, Infotel and the PSC Web site.

7.37 **Public Service Resourcing System** – The PSRS is the national recruitment system behind the federal government's primary job portal, jobs.gc.ca, which is used by all organizations under the PSEA for staffing purposes to post jobs open to the public and those for students and graduates. Through its electronic screening tools, the PSRS assists managers with volume management and helps them target the right fit in external appointment processes. Through the PSRS e-communications tool, managers can communicate directly with applicants.

7.38 In 2010-2011, the PSRS handled 811 249 employment applications in response to 3 128 advertisements. Both the number of applications and the number of advertisements were down from 2009-2010, with applications decreasing from 878 372 (7.6% decrease) and advertisements decreasing from 3 463 (9.7% decrease). The number of unique applicants rose to 288 531 from 276 580 in 2009-2010, an increase of 4.3%. The site received an average of 466 671 unique visitors per month, similar to last year.

7.39 In 2010-2011, as part of its efforts to support a more job-seeker-centric approach to recruitment, the PSC implemented significant PSRS user interface enhancements to improve system accessibility and ease of use. As well, the PSC has enhanced the PSRS in order to implement unsupervised Internet test functionality for use in recruitment (see paragraph 7.101).

7.40 One of the PSC's goals for 2011-2012 is to integrate internal staffing into the PSRS. Internal staffing is currently being done through a separate system (Publiservice) managed by Human Resources and Skills Development Canada (HRSDC). The objective is to have a single, integrated, government-wide staffing system for both internal and external staffing. The PSC and HRSDC are working on an approach to transfer the internal staffing component of Publiservice to the PSC and to prepare both organizations for the transfer.

7.41 Other planned changes for 2011-2012 include improving usability, information capture and reporting support and sustainability.

7.42 For the past few years, the PSRS has been funded through the Public Service Staffing Modernization Project, a comprehensive, government-wide initiative led by the PSC to modernize staffing in the federal public service. Funding for this project ended on March 31, 2011. Beginning in 2011-2012, the PSRS operations and enhancements will operate under a cost-sharing funding model, paid for by contributions from the PSC and organizations. As part of this transition, a new governance model was developed to ensure that the advice of departments and agencies is considered for all future enhancements to the PSRS. A PSRS Interdepartmental Steering Committee, co-chaired by senior representatives from the Office of the Chief Human Resources Officer and a line organization, was established to provide advice on PSRS priorities and issues. An inter-organizational PSRS practitioners' working group was also established to provide advice and guidance at a more detailed level.

7.43 The PSC continues to promote direct access to the PSRS by organizations. Direct access gives hiring managers full control over their external advertised processes, enabling them to save time, increase the quality of staffing and target candidates who are the right fit for their organization. In 2010-2011, 13 additional organizations were given direct access to the PSRS, raising the total to 45. A total of 35 of these organizations have direct access to the PSRS on a national basis, compared with only 16 in 2009-2010. As the number of organizations with direct access has increased, so has their share of advertisements posted on the jobs.gc.ca Web site. In 2010-2011, 65% of all advertisements were posted by organizations with direct access and 35% by the PSC, compared to 61% and 39%, respectively, in 2009-2010.

7.44 To support the increasing direct access organizational activity, the PSC has begun to implement an after sale service strategy to deliver targeted, timely and proactive training and support to all users of the PSRS. The after sale support is now being piloted with a number of organizations of varying size, and early indications from these pilot organizations show a greater use and efficiency of the system.

7.45 **Jobs.gc.ca Web site** – In 2009-2010, as part of public service renewal, the PSC led a comprehensive redesign of the jobs.gc.ca Web site in collaboration with departments and agencies. These changes focused mainly on improvements for the job seeker, including an improved "look," easier access to career information through improved search functions, videos with employee testimonials and a Job-seeker Satisfaction Survey to solicit feedback about the site, its search tool and their experience with the PSRS.

7.46 Results of the latest survey of 35 559 job applicants from August 28, 2010, to January 6, 2011, indicated a very high level of satisfaction with the improvements to the jobs Web site. Over 91% rated it to be the same or better than other job search sites.

7.47 **Infotel** – The PSC *Policy on Advertising in the Appointment Process* requires that job opportunities open to the public be advertised both on jobs.gc.ca and on Infotel or another toll-free telephone service that allows Canadians to hear the same advertisements.

7.48 The use of Infotel and related services continues to drop, with a 36% decrease in 2010-2011 compared to last year. Virtually no paper applications are now received by the PSC; however, this option remains available to persons requiring accommodation.

7.49 **PSC Web site** – The PSC Web site for staffing and assessment services, which supports federal organizations, was redesigned in 2010-2011 to improve the look and feel and navigation and to make it more user-friendly.

## Staffing and recruitment services

7.50 To further support departments and agencies, the PSC provides or supports a number of programs and services that help organizations achieve economies of scale in recruitment, acquire services requiring specialized expertise and obtain staffing advice that promotes the consistent use of merit and the guiding values.

### *Recruitment of post-secondary graduates*

7.51 The PSC directly supports federal organizations in their recruitment of post-secondary graduates through two distinct programs: the Post-secondary Recruitment (PSR) program and the Recruitment of Policy Leaders (RPL) initiative. Both support organizations seeking to hire highly qualified post-secondary graduates into the public service.

7.52 **The Post-Secondary Recruitment program** – The PSR program is an annual campaign that supports staffing on a national scale for federal organizations. The program has two components. The first consists of Career Choices, with targeted opportunities to attract graduates to specific positions or areas of employment that are identified by client organizations. The second component is the newly introduced Career Stream Inventories (replacing the general inventory). These inventories offer a broader range of opportunities for year-round hiring to all federal organizations, and were aligned with occupational groups in demand by federal organizations for 2011.

7.53 The fall 2010 PSR campaign was comprised of 14 targeted Career Choices and 8 Career Stream Inventories. The career streams were: Human Resources Management; Legal Services; Health Sciences; Program Delivery and Support; Engineering and Scientific Support;

Information Technology; Business and Social Sciences; and Pure, Natural and Applied Sciences. A total of more than 20 000 unique applicants submitted about 40 000 applications, and over 35 000 tests were administered in more than 70 locations across the country and abroad. This represents a 47% reduction in the number of unique applicants, compared to 2009, when there were more than 38 000.

7.54 This planned reduction in applicants is due to the program redesign, including the integration of organizational hiring requirements into targeted career stream inventories. The PSR redesign clearly set out the jobs that are available within the federal public service and streamlined processes, thereby reducing the overall number of tests and campaign costs. Of the total number of applications, 10 716 graduates qualified to be included in the 8 Career Stream Inventories. This represents a 22% increase in the number of qualified graduates, when compared to the fall 2009 campaign.

## **Table 25:** Post-Secondary Recruitment Program highlights

| | 2009-2010 | 2010-2011 |
|---|---|---|
| Number of applications | 95 368 | 40 213 |
| Number of unique applicants | 38 981 | 20 857 |
| Number of tests administered | 51 239 | 35 070 |
| Number of applicants hired | 1 643 | 1 252 |

**Source:** The number of applications and unique applicants is from the Public Service Resourcing System and the number of tests administered is extracted from the Public Service Commission's Test Scoring and Results Reporting system.

7.55 As shown in Table 25, a total of 1 252 graduates were hired in 2010-2011 into a variety of term and indeterminate positions, a 23.8% decrease from 2009-2010 (1 643). It should be noted that not all of these appointments are attributable to the redesigned 2010-2011 campaign. Despite the decrease in hires from last year, the PSR continues to be a strong player in attracting new talent to the public service, having increased the number of appointments by 27% since 2007-2008.

7.56 **The Recruitment of Policy Leaders initiative** – Since the introduction of the RPL initiative in 2005, the PSC has supported 7 successful recruitment campaigns, attracting and qualifying 360 exceptional Canadian graduates with significant expertise in areas such as national security, health, social development and environmental concerns, while enhancing capacity for policy analysis and development in the federal public service. These graduates have not only achieved academic excellence and acquired previous policy-related experience, but they have also demonstrated leadership through their work, volunteer activities or academic studies.

7.57 In 2010-2011, a total of 44 candidates were qualified into the initiative and were added to the cumulative pool. This past year, 30 candidates were appointed to the public service. The top four users of the RPL program in 2010-2011 were Environment Canada, HRSDC, Industry Canada and the Public Health Agency of Canada.

7.58 The PSC and its RPL partners also undertook a third year of a pilot recruitment strategy for a partially assessed pool of candidates available for entry-level Economics and Social Science Services (EC) positions. There were 35 candidates that qualified for this pool in 2010-2011, for a total of 108 candidates. To date, 2 candidates have been appointed.

### *Recruitment of students*

7.59 The PSC manages three recruitment programs that enable organizations to hire students on a temporary basis: the Federal Student Work Experience Program (FSWEP); the Research Affiliate Program (RAP); and the Co-operative Education and Internship Program (CO-OP).

7.60 **Federal Student Work Experience Program** – FSWEP is the primary vehicle by which organizations recruit and hire students for temporary jobs. The core of the program is a computerized national inventory of full-time secondary and post-secondary students seeking a job in the federal public service. Candidates must be returning to full-time studies in the following academic term at a recognized institution in order to be eligible for employment.

7.61 In 2009-2010, a "Featured Job" promotion option was introduced to give more visibility to an organization's student job opportunities, resulting in a better match of students to jobs. In 2010-2011, the "Featured Job" promotion option increased in usage, with nine organizations leveraging this new way of creating interest.

7.62 In 2010-2011, FSWEP attracted 52 138 applicants, leading to 8 781 students hired. This represents a lower number of students applying to FSWEP, but a similar number of student hires compared to the previous three years (see Table 26). The 14% reduction in the number of students applying to FSWEP is partly attributable to more organizations choosing to advertise their student research positions through the RAP.

## **Table 26:** Federal Student Work Experience Program activities by fiscal year

| | 2008-2009 | 2009-2010 | 2010-2011 |
|---|---|---|---|
| Applicants | 63 100 | 60 487 | 52 138 |
| Hires | 9 932 | 9 613 | 8 781 |

**Source:** Public Service Resourcing System and Public Service Commission hiring and staffing activities files

7.63 **Research Affiliate Program** – The RAP recruits post-secondary students who require research-based experience for their degree program. RAP students provide the federal public service with an opportunity to bring new energy and research methodologies to the workplace. The RAP attracts highly qualified student researchers who help the public service conduct research, develop intellectual property and patents and promote the transfer of scientific findings between research partners.

7.64 The RAP matches a student's specific research interests with ongoing research-based projects being conducted by federal organizations. Under the RAP, the research project to which the student is assigned must be related to their current degree program and must help the student develop specific knowledge and research skills, including design, execution and evaluation.

7.65 The RAP continues to grow in reputation and uptake. An increase of 16.5% in initial hires was observed in 2010-2011, as well as a 75.3% increase in re-hires (see Table 27). This is the third year of continuous increase in program usage, underlining its continued pertinence to the public service's national and international contribution to research.

## **Exhibit 2:** Research Affiliate Program highlights from 2010-2011

The following are examples of successful RAP initiatives:

**Agriculture and Agri-Food Canada (AAFC)** approached the Public Service Commission with a requirement to hire student researchers in 25 locations across Canada. A total of 396 applications were received and 327 students referred, all within 30 days. Appointments are currently pending. Students hired will bring in new energy and ideas while at the same time developing their scientific skills, giving them an opportunity to contribute to AAFC research objectives concerning food safety and quality, health of the environment and innovation in products and processes.

**Natural Resources Canada's** Geo-Mapping for Energy and Minerals Program provides geosciences knowledge (e.g. maps, databases and publications) necessary to inform effective investment and land-use decisions in Canada's North. There were 35 students hired last year as part of this initiative, for a total of 68 in the past two years.

## **Table 27:** Research Affiliate Program by fiscal year

| | 2008-2009 | 2009-2010 | 2010-2011 |
|---|---|---|---|
| Applications | 1 152 | 3 217 | 3 100 |
| Referrals | 832 | 1 201 | 693 |
| Hires | 122 | 217 | 253[2] |
| Re-hires[1] | 151 | 166 | 291 |

**Source:** Public Service Resourcing System and Public Service Commission hiring and staffing activities files

[1] A re-hire is an extension of employment without a break in service.

[2] Includes eight students paid through stipend or bursary. Students paid by stipend or bursary are not reflected in the student hiring activities figures in Appendix 2, Table 43.

7.66 **Co-operative Education and Internship Program** – The objective of CO-OP is to provide secondary and post-secondary students with on-the-job training. Co-operative education alternates classroom instruction with work placements in the student's field of study. The internship placement offers supervised, on-the-job training assignments designed to give students the required skills and knowledge for entry into a trade or profession.

7.67 The PSC's role is to confirm that CO-OP offered by educational institutions meets the eligibility criteria for work placements in the federal public service. A total of 3 784 programs are currently approved. The PSC continues to review the database to ensure that it continues to provide up-to-date information about accredited programs.

7.68 In 2010-2011, there were 4 810 CO-OP student placements (see Table 28). The number was down marginally over last year. However, overall, the number of placements has grown over the past five years.

## **Table 28:** Co-operative Education/Internship Program placements by fiscal year

| | 2006-2007 | 2007-2008 | 2008-2009 | 2009-2010 | 2010-2011 |
|---|---|---|---|---|---|
| **Placements** | 3 465 | 3 757 | 4 216 | 4 842 | 4 810 |

**Source:** Public Service Commission hiring and staffing activities files

### *Public Service Commission–led pools and inventories*

7.69 As a common service provider, the PSC continues to create both national and regional pools and inventories in order to provide federal organizations with quick and efficient resourcing options. Pools are comprised of candidates who have met the minimum criteria to be included in the pool. Inventories are created without any candidate assessment, but allow hiring managers to use their own assessment methods. They may also use PSC assessment services.

7.70 In 2010-2011, a total of 73 PSC-led pools and 10 inventories were available to federal government organizations across Canada. This compares with 51 pools and 2 inventories in 2009-2010.

## **Exhibit 3:** Support to organizations through Public Service Commission–led pools and inventories

- Through the PSC's Aboriginal Centre of Excellence (ACE), based in Winnipeg, the federal public service is recruiting Aboriginal persons for a variety of jobs across the country. It continues to succeed at building relationships with organizations on issues related to Aboriginal employment. As of March 2011, the ACE's **Aboriginal Persons Inventory** had 1 132 applicants and had been used 12 times by federal organizations. The Aboriginal Persons Inventory assists departments and agencies in their efforts to ensure a representative workforce.
- The PSC's National Capital Region office launched a **partially assessed pool for clerical positions at the CR-4 level**. Unsupervised internet tests for cognitive abilities and second-language writing skills were used, along with other screening criteria, to reduce the volume of applicants in the pool, while still allowing a sufficient number of potentially qualified candidates. These new tools were effective in reducing the time and cost required to create the new pool, which will be available to clients in the 2011-2012 fiscal year.

7.71 A formative evaluation of PSC-led pools and inventories was conducted by the PSC in 2009-2010. In 2010-2011, the PSC developed an action plan in response to the recommendations. The following are a few of the initiatives resulting from the action plan: the creation of a new Web page about PSC-led pools on the PSC Internet site; a review and redesign of the client satisfaction survey; and the development of time- and cost-tracking procedures for PSC-led pools.

### *Recruitment and resourcing services*

7.72 The PSC's regional offices continued to support departments and agencies in meeting recruitment, staffing and assessment needs. The services provided include: advice and guidance; scrutiny of statements of merit criteria, with a view to rendering the process more efficient and productive; posting of advertisements; creation and implementation of assessment tools; and support to the hiring manager during the assessment phase (i.e. during the interview and the subsequent reference check integration phases).

7.73 In 2010-2011, regional offices continued with outreach activities, such as open houses, workshops and career fairs, to build relationships with other organizations and promote the services of the PSC.

7.74 Furthermore, teams of psychologists have been equipped in various offices to provide Executive (EX) counselling services, simulation interviews and EX interview preparation workshops.

7.75 **Executive resources services** – The PSC continues to offer EX resourcing services for appointments at the EX-1 to EX-5 levels on a cost recovery basis. In 2010-2011, the PSC conducted a number of organizational visits to re-assess needs and to review the possibility of offering further specialized executive staffing services. In general, organizations use PSC services to enhance their own capacity in executive staffing, address shortages within a functional community, deal with sensitive or challenging staffing issues or simply use PSC services in peak and critical periods. This year, to respond to identified client needs, the PSC worked closely with the Treasury Board of Canada Secretariat to initiate the launching of two large inter-organizational collective staffing processes in some of the key shortage areas, namely finance and information management. In total, the PSC received close to 100 service requests in 2010-2011, about the same number as last year.

### *Applicant profiles to external advertisements*

7.76 **Educational profile of applicants** – In 2010-2011, approximately 77% of applicants to external advertised processes reported having a post-secondary diploma or degree. Table 29 shows the distribution of academic level by employment grouping.

7.77 Notably, approximately 70% of applicants to positions in the non-officer employment grouping indicated that they had at least a post-secondary diploma or degree. This meant that, for the most part, their educational profile exceeded the educational requirements of positions in that employment grouping.

## **Table 29:** Highest academic level reported by applicants to advertised external processes for fiscal year 2010-2011

| Employment grouping | High school or less % | Some post-secondary credits % | College diploma % | Bachelor's degree % | Master's degree % | Doctorate % | Unknown % |
|---|---|---|---|---|---|---|---|
| Non-officer level | 16.6 | 8.4 | 27.8 | 34.3 | 8.4 | 0.9 | 3.6 |
| Officer level | 8.0 | 5.5 | 19.7 | 37.8 | 17.9 | 5.8 | 5.3 |
| Executive Group | 1.6 | 2.4 | 9.2 | 34.7 | 35.7 | 10.9 | 5.5 |
| **Weighted average** | **11.5** | **6.7** | **23.1** | **36.3** | **14.0** | **3.8** | **4.6** |

**Source:** Public Service Resourcing System

**Note:** Occupational groups have been combined to form these employment groupings. Educational information for applicants who applied to multiple groups is included in each occupational group to which the applicant applied. Individual applicants may be included in the table up to three times depending on the number of occupational groups to which they applied.

7.78 **Staffing activity by geographic area** – Applications are received from across Canada, with the majority of applicants (68.6%) residing in Ontario and Quebec. When comparing applicant residency figures to Canada's workforce population, nine of the country's provinces/territories had figures that were equal to or greater than their share (i.e. Manitoba, Quebec, Ontario, New Brunswick, Nova Scotia, Prince Edward Island, Yukon, Northwest Territories and Nunavut). In contrast, there were four provinces in which the percentage of applicants was lower than the province's share of Canada's workforce population, namely Alberta, British Columbia, Saskatchewan and Newfoundland and Labrador). This reflected a highly competitive labour market in these regions during the reporting period (see Table 50, Appendix 2).

7.79 **Official languages** – Applicants for public service jobs remain representative of Canada's linguistic duality. In 2010-2011, English was identified as the first official language by 74% of applicants, up slightly from 72.6% in 2009-2010. French was identified as the first official language by 26% of applicants, compared to 27.4% in 2009-2010.

## Assessment services and products

7.80 The PSC provides a range of mandatory and optional assessment services and products to federal organizations. Mandatory instruments include the PSC's Second Language Evaluation (SLE) tests, which must be used by federal organizations subject to the PSEA when staffing bilingual positions. Optional assessment instruments and services include occupational tests, competency-based management and leadership tests, executive counselling services and other customized assessment services, for both the EX and non-EX levels.

7.81 Assessment plays an important role in supporting merit in the public service. In 2010-2011, the PSC invested significantly in an innovation agenda for assessment that focused on leveraging technology to continue to modernize assessment practices, introduce efficiencies where possible and reflect the latest best practices in the area. Key projects under development include computer-generated testing, unsupervised internet testing and a new public service entrance exam.

### *Assessment volumes*

7.82 The volume of assessment products and services fluctuates from year to year, and declined in 2010-2011 (see Table 30). This decrease reflects the drop in staffing activity. It is also partly attributable to the transition of many occupational tests to cost recovery in 2008-2009, and to greater use of PSEA flexibilities in both external and internal staffing. To offset the decrease in demand, the PSC also continued its outreach to clients to better inform them of the value-added of standardized testing.

7.83 In addition to occupational testing, the PSC provides a range of competency-based assessment tools for managers and leaders. Among these are tools used for appointments to the EX level, including structured reference checks, simulations and assessment centres. Volumes for these tools were down overall in 2010-2011, as organizations continue to exercise delegated authorities related to assessment by using their own tools. There remained interest, however, in affordable alternatives for an objective, competency-based Executive assessment, as evidenced by a 106% increase in volumes in the PSC's candidate achievement record service line, which increased to 161 assessments in 2010-2011 from 78 the previous year.

7.84 With the decline in staffing, many organizations focused on the development of staff and talent management. Demand was strong for many assessment products and services related to development. For example, demand for 360-degree feedback services doubled in the past year, from 123 assessments in 2009-2010 to 253 in 2010-2011. Coaching and career counselling services for Executives also increased.

## **Table 30:** Assessment volumes

| Assessment | 2006-2007 | 2007-2008 | 2008-2009 | 2009-2010 | 2010-2011 | Change (over last year) % |
|---|---|---|---|---|---|---|
| Non-EX assessments (excluding Second Language Evaluation tests) | 99 133 | 142 248 | 114 051 | 90 216 | 62 064 | -31.2 |
| EX assessment (including simulations and reference checks) | 2 440 | 2 079 | 1 853 | 1 239 | 954 | -23.0 |

**Source:** Public Service Commission Test Scoring and Results Reporting System and Public Service Commission Assessment Centre Integrated Information System, as of March 31, 2011

### *Tailored assessment tools and services*

7.85 The PSC offers standardized and tailored assessment services to departments and agencies with assessment needs. This includes a wide range of off-the-shelf assessment products and testing services, as well as customized assessment products and services.

7.86 The PSC helps ensure that candidates are assessed fairly by providing organizations with valid and reliable instruments tailored to meet their specific needs. For example, in 2010-2011, the PSC developed competency-based assessment tools for the Internal Audit Community to be used for the selection of senior auditors and project leaders across the public service. The PSC and internal audit subject-matter experts built structured interviews and reference checks that target key behavioural and technical competencies specific to this functional community.

7.87 The PSC also assists organizations with a more comprehensive assessment of future public service leaders. In 2010-2011, the PSC implemented its new approach to integrated leadership assessment with individuals in the HRSDC communications community. This integrated approach is available to all organizations and adopts a multi-method assessment model that combines evidence-based information from a variety of assessment sources to provide a comprehensive portrait of leadership styles, strengths and weaknesses, perceptions of others and potential leadership blind spots. The approach emphasises early, ongoing assessment in support of ensuring a strong complement of competent public service leaders.

### *Assessment accommodation*

7.88 The PSC continues to support guiding values and contributes to enhancing fairness and representativeness in the staffing system by further developing its leadership in terms of operational capacity and its advisory role for persons with disabilities. Ongoing efforts have been put forward to reduce backlogs and create efficiencies by streamlining processes and reorganizing case management. The Web site information has been enhanced to better respond to client needs, as well as provide better support to candidates requiring test accommodation. As well, the PSC has been working on enhancing the client's request interface and has developed an on-line accommodation request processing system, which was implemented in April 2011.

7.89 The demand for accommodation measures follows the trend of decreasing staffing activities, with the number of requests declining in 2010-2011 for the second year in a row. The PSC received a total of 1 872 requests for accommodation, compared to 2 060 in 2009-2010, including 125 requests for accommodation measures on organizational tests. Nonetheless, by producing 177 alternate test formats, the PSC continued its efforts to ensure that candidates with disabilities had access to fair and equitable assessments.

### *Second language evaluation*

7.90 The PSC is responsible for evaluating second official language proficiency for staffing purposes. It fulfills this mandate by developing, monitoring and supplying and/or administering standardized tests for reading, writing and oral proficiency. The PSC selects, trains and certifies language assessors to administer the Test of Oral Proficiency. Test administrators for the reading and written expression tests also require certification by the PSC.

7.91 In 2010-2011 (see Table 31), while the PSC saw a further 14.3% decrease in SLE testing (from 99 668 assessments last year to 85 390), current testing levels are returning to the previous levels of five years ago (85 390 assessments in 2010-2011, compared to 81 458 in 2006-2007), before the assessment peaks of 2007-2008 and 2008-2009. In 2010-2011, the decrease in assessment volume was largest for the Test of Reading Comprehension.

## Table 31: Number of second language evaluation tests administered by test and year, showing percentage change over the previous year

| Assessment | 2006-2007 | 2007-2008 | 2008-2009 | 2009-2010 | 2010-2011 | Change (over last year) % |
|---|---|---|---|---|---|---|
| Reading | 27 244 | 32 894 | 34 967 | 34 637 | 28 333 | -18.2 |
| Written expression | 29 887 | 36 139 | 39 779 | 38 723 | 33 721 | -12.9 |
| Oral proficiency | 24 327 | 25 831 | 27 335 | 26 308 | 23 336 | -11.3 |
| **Total** | **81 458** | **94 864** | **102 081** | **99 668** | **85 390** | **-14.3** |

**Source:** Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2011

7.92 In 2010-2011, two thirds of the SLE oral proficiency tests administered were to staff bilingual imperative positions (43.8%) or for training or non-imperative staffing purposes (21.9%). The remaining tests were administered for other purposes, such as the re-identification of language requirements for a position. In 2010-2011, the PSC continues to successfully meet the second language oral proficiency service standards.

7.93 **Pass rates for the English and French Test of Oral Proficiency, Test of Written Expression and Test of Reading Comprehension, by level and year** – The PSC tracks pass rates for its three second language tests. Tables 32, 33 and 34 show the pass rates for the Test of Oral Proficiency, the Test of Written Expression and the Test of Reading Comprehension, respectively, for the last three fiscal years (2008-2009 to 2010-2011) for all levels combined, for the B and C proficiency levels and for the C level for Executives. Variations in pass rates across years is expected due to a wide range of factors that influence test results, including the changing profile of those taking the tests, demographics and policy changes. Overall, for all three tests, the pass rate trends within languages are similar.

## Table 32: Pass rates on the English and French Test of Oral Proficiency by level and year[1]

| | 2008-2009 | | 2009-2010 | | 2010-2011 | |
|---|---|---|---|---|---|---|
| | % | | % | | % | |
| Level | French | English | French | English | French | English |
| All levels (A,B,C combined) | 66.5 | 83.6 | 70.1 | 84.5 | 71.4 | 83.6 |
| Level B only | 76.6 | 91.4 | 81.2 | 92.9 | 83.2 | 94.1 |
| Level C only | 48.9 | 64.1 | 52.4 | 63.2 | 53.6 | 59.4 |
| Level C Executives only | 58.1 | 70.4 | 62.7 | 70.4 | 62.0 | sample too small |

**Source:** Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2011

[1] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

## **Table 33:** Pass rates on the English and French Test of Written Expression by level and year[1]

| Level | 2008-2009 |  | 2009-2010 |  | 2010-2011 |  |
|---|---|---|---|---|---|---|
|  | % |  | % |  | % |  |
|  | French | English | French | English | French | English |
| All levels (A,B,C combined) | 59.7 | 67.7 | 58.4 | 71.7 | 55.2 | 77.6 |
| Level B only | 60.1 | 67.5 | 59.1 | 71.3 | 55.2 | 77.3 |
| Level C only | 50.4 | 66.4 | 42.8 | 69.9 | 40.3 | 72.0 |
| Level C Executives only | 61.1 | sample too small | 71.4 | sample too small | sample too small | sample too small |

**Source:** Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2011

[1] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

## **Table 34:** Pass rates on the English and French Reading Comprehension Tests by level and year[1]

| Level | 2008-2009 |  | 2009-2010 |  | 2010-2011 |  |
|---|---|---|---|---|---|---|
|  | % |  | % |  | % |  |
|  | French | English | French | English | French | English |
| All levels (A,B,C combined) | 69.9 | 80.9 | 72.1 | 84.0 | 72.5 | 89.6 |
| Level B only | 76.0 | 86.7 | 77.2 | 88.5 | 75.3 | 91.8 |
| Level C only | 49.1 | 61.0 | 56.2 | 66.6 | 59.3 | 77.6 |
| Level C Executives only | 81.7 | sample too small | 75.0 | sample too small | 73.3 | sample too small |

**Source:** Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2011

[1] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

### *Test security*

7.94 Further to an audit on test security in May 2009, the PSC has been moving forward to address the recommendations from the subsequent internal Test Security Action Plan. At year end, all 35 recommendations had been addressed. In addition, the PSC also implemented an on-site monitoring and awareness program in 2010-2011 to verify that organizations are respecting the security requirements for PSC tests. Further to these on-site visits, several organizations contacted the PSC for more test security information, as well as follow-up visits to demonstrate compliance.

7.95 The PSC encourages a more secure on-line testing approach and is offering assistance and guidance to organizations interested in establishing their own e-testing centres. As well, the PSC has modified its existing e-testing infrastructure to enable client organizations to administer their own tests in a secure environment. The PSC is also innovating and investing in the development of computer-generated tests that further enhance test security, which not only minimizes the risk of tests being compromised but also modernizes the assessment process as a whole.

### *E-testing and assessment innovations*

7.96 The PSC views innovation as essential in advancing its support to delegated managers. As such, the PSC is looking at emerging trends in the industry and consults on a bi-yearly basis with its External Advisory Committee on emerging assessment issues.

7.97 In 2010-2011, the PSC continued to invest in e-testing and assessment innovations to better assist federal hiring managers and to generate government-wide economies in the area of personnel assessment. The PSC scored 35 605 on-line tests, which represents 41% of the testing volume (see Table 35). This increase was principally driven by the transition of SLE tests to the on-line testing system, which accounts for 95% of all on-line testing.

## **Table 35:** Paper/pencil and on-line testing usage

| Type of tests | 2007-2008<br>% | 2008-2009<br>% | 2009-2010<br>% | 2010-2011<br>% |
|---|---|---|---|---|
| Paper/pencil tests | 91.0 | 77.0 | 62.0 | 59.0 |
| On-line tests | 9.0 | 23.0 | 38.0 | 41.0 |

**Source:** Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2011

7.98 In 2010-2011, the PSC continued to work with organizations to expand their own e-testing services. In comparison with 2009-2010, the number of organizational e-testing centres has grown by 37% to 261, and the number of certified public service employees qualified to administer these e-tests has increased from 420 to 783.

7.99 The PSC is using its e-testing technology to implement more efficient approaches to pre-testing new test content. For example, in 2010-2011, the PSC used its jobs Web site and unsupervised Internet testing platform to recruit and pilot-test a new assessment instrument with over 8 000 volunteers.

7.100 The PSC is also leveraging its testing systems to implement computer-generated testing for SLE. In 2010-2011, the PSC introduced the pre-testing of new item content on its on-line testing platform to complement traditional pre-testing techniques. The PSC also developed and began pre-testing over 400 new test questions for its bank of computer-generated Test of Written Expression questions, which will assist in enhancing the security of SLE exams.

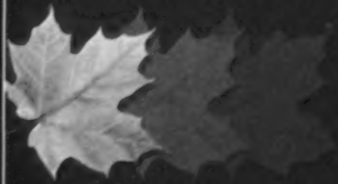
7.101 In the fall of 2010-2011, the PSC fully implemented two unsupervised Internet tests for use in recruitment. A second-language writing skills self-assessment is available to candidates interested in applying for bilingual imperative positions. A cognitive ability test that assesses reasoning skills for clerical support positions is also available to hiring managers as part of the application process. Cognitive ability results for short-listed candidates are confirmed by subsequent testing in a supervised environment.

7.102 Since its official launch in September 2010, the unsupervised second language writing skills self-assessment has been used in 267 appointment processes, and the unsupervised cognitive ability test has been used in 12 processes. The self-assessment instrument assists with large applicant volumes by providing candidates with feedback on their language skills, which they can use in determining whether to apply for unilingual or bilingual positions, or both. The cognitive ability exam is helping hiring managers reduce large applicant volumes by providing an efficient, effective and fair means of assessing and screening candidates early on in the appointment process.

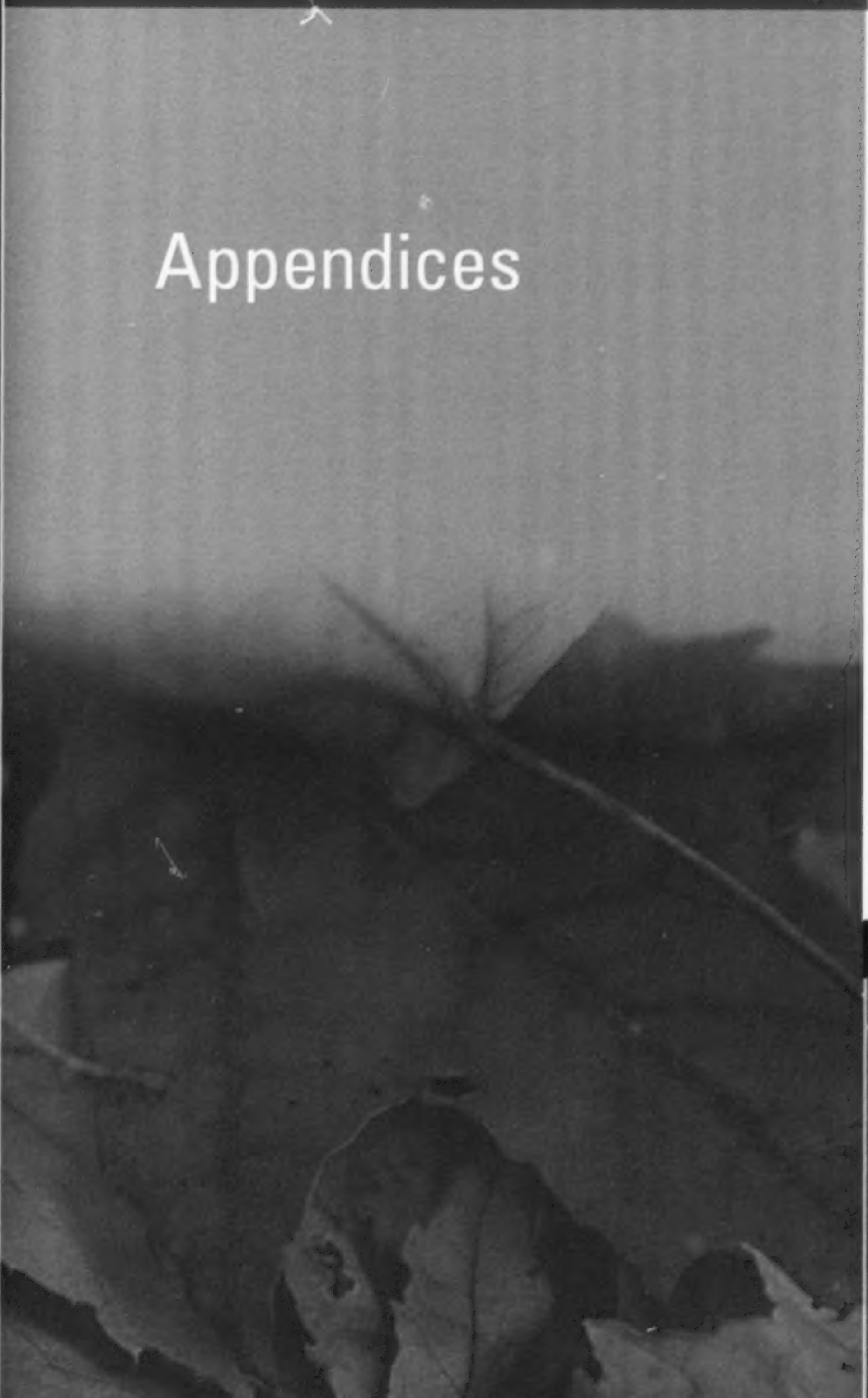
### *Public Service Entrance Exam*

7.103 In 2010-2011, the PSC began investing in a new multi-year innovation project to develop a multi-dimensional Public Service Entrance Examination (PSEE) for entry-level officer positions that will have both unsupervised internet testing and supervised testing components. The PSC plans to progressively implement the test and the modifications to the e-testing systems required to support its administration over the next three years.

7.104 The PSEE supports merit-based staffing. It is being developed according to industry standards of validity, reliability and fairness, and will increase the efficiency of identifying quality candidates for officer positions early on in the selection process. The PSEE is also an effective assessment and volume management strategy, and its use will reduce the number of candidates requiring assessment under supervised conditions. For candidates, this approach allows them to take the test at a location of their choosing and provides them with rapid feedback on the assessment results.



# Appendices



# Appendix 1

## Staffing Management Accountability Framework

| Key change areas | Intended effects: progress with key success factors | | | | Intended effects: progress in improved short-term outcomes | |
|---|---|---|---|---|---|---|
| | Delegation of staffing to deputy heads | Planning for staffing and monitoring of results | Organizational HR support | Organizational accountability for results | Results: flexibility and efficiency | Results: effectiveness and adherence to staffing values |
| Detailed ongoing lead performance indicators of long-run success | • Mechanisms in place to ensure that sub-delegated managers comply with their sub-delegated authorities<br>• Staffing Management Accountability Framework ensures monitoring of key staffing areas<br>• Appointment policies are current | • Staffing strategies support organizational staffing priorities and align with current and future needs<br>• The organization assesses the extent to which expected results for staffing are achieved and adjustments are made, as required | • Managers' satisfaction with quality of overall staffing services<br>• PE capacity: (a) PEs by population base; and (b) PEs by volume of staffing<br>• Participation in continuous learning by staffing advisors | • Staffing performance deficiencies identified in feedback from the PSC are corrected in a timely fashion | • Managers' satisfaction with flexibility to carry out staffing processes in an efficient manner<br>• Length of time for hiring process<br>• Candidates' satisfaction regarding duration of appointment process | • Merit<br>• Non-partisanship<br>• Fairness<br>• Access<br>• Transparency<br>• Representativeness |

# Staffing Management Accountability Framework
## Effectiveness and adherence to guiding values

| Effectiveness/Values | | | | | |
|---|---|---|---|---|---|
| **Merit** | **Non-partisanship** | **Fairness** | **Access** | **Transparency** | **Representativeness** |
| • Managers' satisfaction with quality of hires<br>• Official language qualifications in staffing (non-imperative appointments where the person does not meet the official language profile within the time periods prescribed by regulations)<br>• Candidates' perceptions of whether they were assessed for actual job requirements of the position<br>• Candidates' perceptions of whether the posted qualifications and criteria for positions are bias-free and barrier-free<br>• Investigations into staffing:<br>a) PSC<br>b) In-house<br>• Candidates' perceptions on whether the people hired in the work unit can do the job | • Candidates' perceptions on whether they are aware of their rights and responsibilities as public servants, under the *Public Service Employment Act*, with respect to participation in political activities | • Candidates' perceptions on the fairness of the assessment process<br>• Percentage of acting appointments with subsequent indeterminate appointment at the same occupational group and level within the same organization<br>• Percentage of indeterminate hires coming from (a) casual and (b) term positions within the same organization<br>• Candidates' perceptions on whether staffing processes to select employees for the work unit are done fairly | • Percentage of external appointments that are non-advertised:<br>a) non-EX Group<br>b) EX Group<br>• Percentage of internal appointments that are non-advertised:<br>a) non-EX Group<br>b) EX Group | • Organizational staffing priorities and strategies are communicated on organizations' Web sites; and contents are clearly communicated to managers, employees and employees' representatives, where applicable<br>• Candidates' perceptions of openness and transparency in internal staffing | • Staffing-related provisions or initiatives to increase representativeness |

# Appendix 2

## Information about the statistical tables

More detailed Annual Report data are available electronically at www.psc-cfp.gc.ca.

Figures in the Annual Report may not add to totals due to rounding.

### *Hiring and staffing activities*

Hiring activities refer to indeterminate and specified term appointments to the public service, the hiring of casuals as per subsection 50(1) of the *Public Service Employment Act* (PSEA) and the hiring of students under the *Student Employment Programs Exclusion Approval Order*. Indeterminate and specified term appointments to the public service include appointments from the general public, including former casuals, students and government organizations that are not subject to the PSEA.

Staffing activities within the public service include all indeterminate and specified term promotions, lateral and downward movements and acting appointments. Deployments of employees within or between organizations or agencies that are subject to the PSEA are counted in lateral and downward movements.

Hiring and staffing activities data are derived from information received from the Treasury Board of Canada Secretariat's (TBS) Incumbent File. This file is extracted from the Public Works and Government Services Canada (PWGSC) pay system. The Public Service Commission (PSC) has developed a series of algorithms that are used against these files to produce the PSC's official record of hiring and staffing activities across the federal public service, based on pay transactions submitted by organizations. Recruitment data for the Research Affiliate Program, the Recruitment of Policy Leaders Program and the Post-Secondary Recruitment Program are based on individuals who have applied to these specific programs through the PSC Public Service Resourcing System (PSRS) in the last two fiscal years and where a match was found in the PSC hiring and staffing activities file covering the current fiscal year.

### *Employment equity*

Employment equity (EE) refers to appointments to the public service to indeterminate and specified term positions greater than three months for EE designated groups (women, members of visible minorities, persons with disabilities and Aboriginal peoples).

Employment equity data for members of visible minorities, persons with disabilities and Aboriginal peoples are based on those who applied and self-declared through the PSC PSRS in the last two fiscal years and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. These exclude specified term appointments of less than three months and appointments to separate agencies. Data on women are derived from TBS's incumbent file.

## *Population*

Population data refers to the number of active employees in organizations under the exclusive appointment authority of the PSC (employees of organizations named in Schedule I, most of Schedule IV and some agencies in Schedule V to the *Financial Administration Act*). They differ from numbers reported by TBS that reflect employment in organizations under the *Public Service Staff Relations Act*. In addition, a number of separate agencies are subject to Part 7 of the PSEA that administers political activities of public servants. They are excluded from statistics presented in the Annual Report. The population count represents the number of employees at a specific point in time.

Population data are derived from the TBS's incumbent file. This file is extracted from the PWGSC pay system.

## *Priority administration*

Priority administration data refers to information on the number of priority entitlements registered with the PSC, the number of priority person placements and the number of removals for other reasons, by priority type.

This information is taken from the PSC's Priority Information Management System (PIMS). PIMS is the PSC's Web-based tool with which organizations register their persons who have priority entitlement and that organizations must search when conducting an appointment process.

## *Applicant data*

Applicant data refers to information on selected characteristics (e.g., geographical area and educational profile) for applicants to externally advertised processes, via the Post-Secondary Recruitment Program, the Federal Student Work Experience Program and general external recruitment advertisements of departments and agencies.

This information is captured through the PSRS each time an application is submitted. An applicant may be represented more than once in a table if they have submitted an application for more than one position.

## **Table 36:** Overall hiring and staffing activities to and within the public service by type and tenure

*April 1, 2010 to March 31, 2011*

| Tenure | Hiring activity to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| Indeterminate staffing activities | 7 248 | 11.8 | 19 188 | 31.2 | 22 719 | 37.0 | 12 275 | 20.0 | **61 430** | **100.0** |
| Specified term staffing activities | 8 740 | 70.3 | 738 | 5.9 | 2 359 | 19.0 | 592 | 4.8 | **12 429** | **100.0** |
| **Sub-total** | 15 988 | 21.6 | 19 926 | 27.0 | 25 078 | 34.0 | 12 867 | 17.4 | **73 859** | **100.0** |
| Casual (as per PSEA ss. 50(1)) | 17 935 | 100.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | **17 935** | **100.0** |
| Student (under *Employment Exclusion Approval Order*) (c) | 13 836 | 100.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | **13 836** | **100.0** |
| **Total** | **47 759** | **45.2** | **19 926** | **18.9** | **25 078** | **23.7** | **12 867** | **12.2** | **105 630** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

(c) The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

## **Table 37:** Overall hiring and staffing activities to and within the public service by tenure and previous employment status

*April 1, 2010 to March 31, 2011*

| **Previous employment status** (a) | **Tenure after hiring and staffing activities** | | | | | | | | **Total** | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Indeterminate | | Specified term | | Casual | | Student (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| Indeterminate | 49 648 | 80.8 | 178 | 1.4 | 0 | 0.0 | 0 | 0.0 | **49 826** | **47.2** |
| Specified term | 4 534 | 7.4 | 3 511 | 28.2 | 0 | 0.0 | 0 | 0.0 | **8 045** | **7.6** |
| Casual | 1 176 | 1.9 | 1 679 | 13.5 | 0 | 0.0 | 0 | 0.0 | **2 855** | **2.7** |
| Other federal agencies | 519 | 0.8 | 210 | 1.7 | 0 | 0.0 | 0 | 0.0 | **729** | **0.7** |
| General public | 5 418 | 8.8 | 6 715 | 54.0 | 17 935 | 100.0 | 13 836 | 100.0 | **43 904** | **41.6** |
| Student (b) | 135 | 0.2 | 136 | 1.1 | 0 | 0.0 | 0 | 0.0 | **271** | **0.3** |
| **Total** | **61 430** | **100.0** | **12 429** | **100.0** | **17 935** | **100.0** | **13 836** | **100.0** | **105 630** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

(a) Casuals and students do not have a previous employment status and are therefore reported under "General public".

(b) The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

## **Table 38:** Staffing activities by type and occupational group

*April 1, 2010 to March 31, 2011*

| Occupational group | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| AB – Indian Oil and Gas Canada | 3 | 0.0 | 4 | 0.0 | 1 | 0.0 | 1 | 0.0 | **9** | **0.0** |
| AC – Actuarial Science | 0 | 0.0 | 1 | 0.0 | 1 | 0.0 | 0 | 0.0 | **2** | **0.0** |
| AI – Air Traffic Control | 0 | 0.0 | 0 | 0.0 | 1 | 0.0 | 0 | 0.0 | **1** | **0.0** |
| AO – Aircraft Operations | 33 | 0.2 | 2 | 0.0 | 18 | 0.1 | 23 | 0.2 | **76** | **0.1** |
| AR – Architecture and Town Planning | 17 | 0.1 | 25 | 0.1 | 10 | 0.0 | 15 | 0.1 | **67** | **0.1** |
| AS – Administrative Services | 2 255 | 14.1 | 4 349 | 21.8 | 4 494 | 17.9 | 3 320 | 25.8 | **14 418** | **19.5** |
| AU – Auditing | 10 | 0.1 | 30 | 0.2 | 9 | 0.0 | 9 | 0.1 | **58** | **0.1** |
| BI – Biological Sciences | 198 | 1.2 | 195 | 1.0 | 149 | 0.6 | 101 | 0.8 | **643** | **0.9** |
| CH – Chemistry | 26 | 0.2 | 31 | 0.2 | 40 | 0.2 | 20 | 0.2 | **117** | **0.2** |
| CM – Communications | 3 | 0.0 | 0 | 0.0 | 2 | 0.0 | 0 | 0.0 | **5** | **0.0** |
| CO – Commerce | 153 | 1.0 | 295 | 1.5 | 299 | 1.2 | 221 | 1.7 | **968** | **1.3** |
| CR – Clerical and Regulatory | 3 663 | 22.9 | 1 786 | 9.0 | 4 840 | 19.3 | 517 | 4.0 | **10 806** | **14.6** |
| CS – Computer Systems Administration | 680 | 4.3 | 994 | 5.0 | 1 413 | 5.6 | 666 | 5.2 | **3 753** | **5.1** |
| CX – Correctional Services | 448 | 2.8 | 319 | 1.6 | 520 | 2.1 | 373 | 2.9 | **1 660** | **2.2** |
| DA – Data Processing | 12 | 0.1 | 3 | 0.0 | 6 | 0.0 | 0 | 0.0 | **21** | **0.0** |
| DD – Drafting and Illustration | 8 | 0.1 | 1 | 0.0 | 6 | 0.0 | 2 | 0.0 | **17** | **0.0** |
| DE – Dentistry | 0 | 0.0 | 0 | 0.0 | 1 | 0.0 | 0 | 0.0 | **1** | **0.0** |
| DS – Defence Scientific Service | 23 | 0.1 | 66 | 0.3 | 52 | 0.2 | 0 | 0.0 | **141** | **0.2** |
| EC – Economics and Social Science Services | 985 | 6.2 | 2 145 | 10.8 | 1 833 | 7.3 | 914 | 7.1 | **5 877** | **8.0** |
| ED – Education | 123 | 0.8 | 26 | 0.1 | 91 | 0.4 | 13 | 0.1 | **253** | **0.3** |
| EG – Engineering and Scientific Support | 614 | 3.8 | 515 | 2.6 | 310 | 1.2 | 197 | 1.5 | **1 636** | **2.2** |
| EL – Electronics | 71 | 0.4 | 121 | 0.6 | 60 | 0.2 | 27 | 0.2 | **279** | **0.4** |
| EN – Engineering and Land Survey | 242 | 1.5 | 285 | 1.4 | 263 | 1.0 | 140 | 1.1 | **930** | **1.3** |

## **Table 38:** Staffing activities by type and occupational group *(cont'd)*

*April 1, 2010 to March 31, 2011*

| Occupational group | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| EU – Educational Support | 8 | 0.1 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | **8** | **0.0** |
| EX – Executive | 94 | 0.6 | 852 | 4.3 | 705 | 2.8 | 668 | 5.2 | **2 319** | **3.1** |
| FB – Border Services | 375 | 2.3 | 491 | 2.5 | 812 | 3.2 | 692 | 5.4 | **2 370** | **3.2** |
| FI – Financial Administration | 295 | 1.8 | 518 | 2.6 | 738 | 2.9 | 346 | 2.7 | **1 897** | **2.6** |
| FO – Forestry | 6 | 0.0 | 2 | 0.0 | 2 | 0.0 | 2 | 0.0 | **12** | **0.0** |
| FR – Firefighters | 28 | 0.2 | 37 | 0.2 | 18 | 0.1 | 13 | 0.1 | **96** | **0.1** |
| FS – Foreign Services | 37 | 0.2 | 164 | 0.8 | 107 | 0.4 | 198 | 1.5 | **506** | **0.7** |
| GL – General Labour and Trades | 703 | 4.4 | 343 | 1.7 | 267 | 1.1 | 104 | 0.8 | **1 417** | **1.9** |
| GS – General Services | 392 | 2.5 | 100 | 0.5 | 273 | 1.1 | 73 | 0.6 | **838** | **1.1** |
| GT – General Technical | 165 | 1.0 | 381 | 1.9 | 183 | 0.7 | 107 | 0.8 | **836** | **1.1** |
| HP – Heating, Power and Stationary Plant Operation | 34 | 0.2 | 32 | 0.2 | 11 | 0.0 | 15 | 0.1 | **92** | **0.1** |
| HR – Historical research | 10 | 0.1 | 14 | 0.1 | 6 | 0.0 | 4 | 0.0 | **34** | **0.0** |
| HS – Housekeeping, Dietary/Hospital, Patient and Health Services | 117 | 0.7 | 7 | 0.0 | 39 | 0.2 | 5 | 0.0 | **168** | **0.2** |
| IS – Information Services | 321 | 2.0 | 489 | 2.5 | 656 | 2.6 | 384 | 3.0 | **1 850** | **2.5** |
| LA – Law | 254 | 1.6 | 247 | 1.2 | 453 | 1.8 | 91 | 0.7 | **1 045** | **1.4** |
| LI – Lightkeepers | 36 | 0.2 | 2 | 0.0 | 12 | 0.0 | 5 | 0.0 | **55** | **0.1** |
| LS – Library Science | 23 | 0.1 | 11 | 0.1 | 21 | 0.1 | 18 | 0.1 | **73** | **0.1** |
| MA – Mathematics | 16 | 0.1 | 41 | 0.2 | 24 | 0.1 | 0 | 0.0 | **81** | **0.1** |
| MD – Medicine | 30 | 0.2 | 8 | 0.0 | 13 | 0.1 | 4 | 0.0 | **55** | **0.1** |
| MT – Meteorology | 22 | 0.1 | 68 | 0.3 | 90 | 0.4 | 28 | 0.2 | **208** | **0.3** |
| NB – National Energy Board | 53 | 0.3 | 60 | 0.3 | 33 | 0.1 | 22 | 0.2 | **168** | **0.2** |
| ND – Nutrition and Dietetics | 4 | 0.0 | 4 | 0.0 | 8 | 0.0 | 4 | 0.0 | **20** | **0.0** |

## **Table 38:** Staffing activities by type and occupational group *(cont'd)*

*April 1, 2010 to March 31, 2011*

| Occupational group | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| NU – Nursing | 270 | 1.7 | 91 | 0.5 | 278 | 1.1 | 49 | 0.4 | **688** | **0.9** |
| OM – Organization and Methods | 10 | 0.1 | 13 | 0.1 | 9 | 0.0 | 4 | 0.0 | **36** | **0.0** |
| OP – Occupational and Physical Therapy | 10 | 0.1 | 0 | 0.0 | 16 | 0.1 | 1 | 0.0 | **27** | **0.0** |
| PC – Physical Sciences | 191 | 1.2 | 295 | 1.5 | 284 | 1.1 | 181 | 1.4 | **951** | **1.3** |
| PE – Personnel Administration | 221 | 1.4 | 863 | 4.3 | 771 | 3.1 | 336 | 2.6 | **2 191** | **3.0** |
| PG – Purchasing and Supply | 180 | 1.1 | 616 | 3.1 | 453 | 1.8 | 247 | 1.9 | **1 496** | **2.0** |
| PH – Pharmacy | 11 | 0.1 | 1 | 0.0 | 5 | 0.0 | 3 | 0.0 | **20** | **0.0** |
| PI – Primary Products Inspection | 25 | 0.2 | 8 | 0.0 | 9 | 0.0 | 1 | 0.0 | **43** | **0.1** |
| PL – Management Trainee Program | 4 | 0.0 | 81 | 0.4 | 12 | 0.0 | 0 | 0.0 | **97** | **0.1** |
| PM – Program Administration | 1 065 | 6.7 | 1 633 | 8.2 | 2 987 | 11.9 | 1 977 | 15.4 | **7 662** | **10.4** |
| PR – Printing Operations | 1 | 0.0 | 1 | 0.0 | 1 | 0.0 | 0 | 0.0 | **3** | **0.0** |
| PS – Psychology | 29 | 0.2 | 21 | 0.1 | 55 | 0.2 | 16 | 0.1 | **121** | **0.2** |
| RE – Regulatory Enforcement Group | 69 | 0.4 | 53 | 0.3 | 54 | 0.2 | 10 | 0.1 | **186** | **0.3** |
| RO – Radio Operations | 10 | 0.1 | 32 | 0.2 | 9 | 0.0 | 5 | 0.0 | **56** | **0.1** |
| SC – Ships' Crews | 437 | 2.7 | 47 | 0.2 | 242 | 1.0 | 64 | 0.5 | **790** | **1.1** |
| SE – Scientific Research | 66 | 0.4 | 126 | 0.6 | 35 | 0.1 | 15 | 0.1 | **242** | **0.3** |
| SG – Scientific Regulation/Patent Examination | 53 | 0.3 | 77 | 0.4 | 85 | 0.3 | 56 | 0.4 | **271** | **0.4** |
| SO – Ships' Officers | 128 | 0.8 | 134 | 0.7 | 91 | 0.4 | 169 | 1.3 | **522** | **0.7** |
| SR – Ships' Repairs | 22 | 0.1 | 316 | 1.6 | 116 | 0.5 | 33 | 0.3 | **487** | **0.7** |
| ST – Secretarial, Stenographic, Typing | 17 | 0.1 | 16 | 0.1 | 23 | 0.1 | 2 | 0.0 | **58** | **0.1** |
| SW – Social Work | 31 | 0.2 | 7 | 0.0 | 7 | 0.0 | 3 | 0.0 | **48** | **0.1** |

# **Table 38:** Staffing activities by type and occupational group *(cont'd)*

*April 1, 2010 to March 31, 2011*

| Occupational group | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| TI – Technical Inspection | 77 | 0.5 | 84 | 0.4 | 81 | 0.3 | 64 | 0.5 | **306** | **0.4** |
| TR – Translation | 125 | 0.8 | 135 | 0.7 | 58 | 0.2 | 44 | 0.3 | **362** | **0.5** |
| UT – University Teaching | 143 | 0.9 | 2 | 0.0 | 33 | 0.1 | 0 | 0.0 | **178** | **0.2** |
| VM – Veterinary Science | 2 | 0.0 | 0 | 0.0 | 0 | 0.0 | 1 | 0.0 | **3** | **0.0** |
| WP – Welfare Programs | 201 | 1.3 | 210 | 1.1 | 474 | 1.9 | 244 | 1.9 | **1 129** | **1.5** |
| **Total** | **15 988** | **100.0** | **19 926** | **100.0** | **25 078** | **100.0** | **12 867** | **100.0** | **73 859** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

## **Table 39:** Staffing activities by type and geographic area

*April 1, 2010 to March 31, 2011*

| | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| **Geographic area** | No. | % | No. | % | No. | % | No. | % | No. | % |
| British Columbia | 1 360 | 8.5 | 1 389 | 7.0 | 1 980 | 7.9 | 941 | 7.3 | **5 670** | **7.7** |
| Alberta | 905 | 5.7 | 943 | 4.7 | 1 014 | 4.0 | 493 | 3.8 | **3 355** | **4.5** |
| Saskatchewan | 531 | 3.3 | 486 | 2.4 | 523 | 2.1 | 265 | 2.1 | **1 805** | **2.4** |
| Manitoba | 491 | 3.1 | 615 | 3.1 | 630 | 2.5 | 372 | 2.9 | **2 108** | **2.9** |
| Ontario (except NCR) | 2 103 | 13.2 | 1 547 | 7.8 | 2 341 | 9.3 | 1 248 | 9.7 | **7 239** | **9.8** |
| National Capital Region (NCR) | 6 562 | 41.0 | 11 576 | 58.1 | 13 623 | 54.3 | 6 718 | 52.2 | **38 479** | **52.1** |
| Quebec (except NCR) | 1 964 | 12.3 | 1 499 | 7.5 | 2 665 | 10.6 | 1 338 | 10.4 | **7 466** | **10.1** |
| New Brunswick | 820 | 5.1 | 481 | 2.4 | 779 | 3.1 | 466 | 3.6 | **2 546** | **3.4** |
| Nova Scotia | 723 | 4.5 | 781 | 3.9 | 774 | 3.1 | 505 | 3.9 | **2 783** | **3.8** |
| Prince Edward Island | 72 | 0.5 | 126 | 0.6 | 154 | 0.6 | 111 | 0.9 | **463** | **0.6** |
| Newfoundland and Labrador | 290 | 1.8 | 249 | 1.2 | 264 | 1.1 | 213 | 1.7 | **1 016** | **1.4** |
| Yukon | 37 | 0.2 | 33 | 0.2 | 38 | 0.2 | 15 | 0.1 | **123** | **0.2** |
| Northwest Territories | 57 | 0.4 | 59 | 0.3 | 96 | 0.4 | 27 | 0.2 | **239** | **0.3** |
| Nunavut | 44 | 0.3 | 33 | 0.2 | 38 | 0.2 | 8 | 0.1 | **123** | **0.2** |
| Outside Canada | 29 | 0.2 | 109 | 0.5 | 159 | 0.6 | 147 | 1.1 | **444** | **0.6** |
| **Total** | **15 988** | **100.0** | **19 926** | **100.0** | **25 078** | **100.0** | **12 867** | **100.0** | **73 859** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

## **Table 40:** Appointments to the public service to indeterminate and specified term positions greater than three months, by employment equity designated group and geographic area

*April 1, 2010 to March 31, 2011*

| | Appointments to the public service by employment equity designated group | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Women (a) | | Total (a) | Members of visible minorities (b) | | Persons with disabilities (b) | | Aboriginal peoples (b) | | Total (b) | |
| **Geographic area** | No. | % | No. | No. | % | No. | % | No. | % | No. | % |
| British Columbia | 601 | 53.6 | **1 122** | 174 | 21.7 | 24 | 3.0 | 49 | 6.1 | **801** | **100.0** |
| Alberta | 462 | 55.7 | **830** | 102 | 16.9 | 20 | 3.3 | 43 | 7.1 | **604** | **100.0** |
| Saskatchewan | 252 | 58.5 | **431** | 21 | 7.8 | 4 | 1.5 | 42 | 15.6 | **270** | **100.0** |
| Manitoba | 295 | 63.0 | **468** | 42 | 14.4 | 14 | 4.8 | 47 | 16.1 | **292** | **100.0** |
| Ontario (except NCR) | 1 047 | 55.0 | **1 905** | 271 | 21.5 | 34 | 2.7 | 62 | 4.9 | **1 263** | **100.0** |
| National Capital Region (NCR) | 3 558 | 56.4 | **6 312** | 985 | 20.9 | 124 | 2.6 | 150 | 3.2 | **4 705** | **100.0** |
| Quebec (except NCR) | 857 | 51.3 | **1 671** | 173 | 15.6 | 11 | 1.0 | 23 | 2.1 | **1 106** | **100.0** |
| New Brunswick | 356 | 49.9 | **714** | 30 | 7.7 | 9 | 2.3 | 13 | 3.3 | **391** | **100.0** |
| Nova Scotia | 316 | 53.8 | **587** | 38 | 11.3 | 18 | 5.4 | 17 | 5.1 | **335** | **100.0** |
| Prince Edward Island | 35 | 61.4 | **57** | 3 | 8.6 | 0 | 0.0 | 0 | 0.0 | **35** | **100.0** |
| Newfoundland and Labrador | 84 | 57.5 | **146** | * | * | * | * | 6 | 6.7 | **90** | **100.0** |
| Yukon | 24 | 64.9 | **37** | 6 | 22.2 | 0 | 0.0 | 3 | 11.1 | **27** | **100.0** |
| Northwest Territories | 38 | 66.7 | **57** | 4 | 9.1 | * | * | 7 | 15.9 | **44** | **100.0** |
| Nunavut | 22 | 50.0 | **44** | 4 | 12.5 | * | * | 4 | 12.5 | **32** | **100.0** |
| Outside Canada | 4 | 14.3 | **28** | * | * | * | * | 0 | 0.0 | * | **100.0** |
| **Total** | **7 951** | **55.2** | **14 409** | **1 856** | **18.6** | **264** | **2.6** | **466** | **4.7** | **9 997** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files and Public Service Resourcing System

(a) The figures for women appointed to the public service are extracted from the Public Service Commission (PSC) hiring and staffing activities files. These exclude specified term appointments of less than three months and appointments to separate agencies. These PSC files are based on the Public Works and Government Services Canada pay system.

(b) The figures for the three other employment equity (EE) designated groups are based on applicants who applied and self-declared through the PSC Public Service Resourcing System in the last two fiscal years and where a match was found in the PSC hiring and staffing activities files as of March 31, 2011. These exclude specified term appointments of less than three months and appointments to separate agencies. The sum of EE designated groups does not equal the total as a person may self-declare in more than one EE designated group and men are included in the total. Consequently, the totals do not match other tables.

The suppression of certain data cells has been applied in order to respect the confidentiality requirements of personal information. They have been replaced by the missing value indicator "*".

## **Table 41:** Staffing activities by type and first official language group

*April 1, 2010 to March 31, 2011*

| First official language group | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| Anglophones | 11 091 | 70.0 | 13 407 | 67.5 | 15 759 | 63.1 | 8 303 | 64.7 | **48 560** | **66.1** |
| Francophones | 4 754 | 30.0 | 6 443 | 32.5 | 9 233 | 36.9 | 4 529 | 35.3 | **24 959** | **33.9** |
| **Total** (c) | **15 988** | **100.0** | **19 926** | **100.0** | **25 078** | **100.0** | **12 867** | **100.0** | **73 859** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

(c) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for first official language groups are calculated using the known first official language values as the respective denominators.

# **Table 42:** Staffing activities by type, first official language group and language requirements of position

## *April 1, 2010 to March 31, 2011*

| **Language requirements of position** | **Appointments to the public service** | | | | | **Staffing activities within the public service** (a) | | | | | **Total** (b) | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | **Anglophones** | | **Francophones** | | **Total** | **Anglophones** | | **Francophones** | | **Total** | **Anglophones** | | **Francophones** | | **Total** |
| | No. | % | No. | % | No. | No. | % | No. | % | No. | No. | % | No. | % | No. |
| Bilingual imperative | 1 741 | 37.8 | 2 869 | 62.2 | **4 617** | 11 165 | 40.7 | 16 241 | 59.3 | **27 439** | 12 906 | 40.3 | 19 110 | 59.7 | **32 056** |
| **Bilingual non-imperative** | | | | | | | | | | | | | | | |
| - Met (c) | 70 | 76.1 | 22 | 23.9 | **92** | 988 | 69.0 | 444 | 31.0 | **1 436** | 1 058 | 69.4 | 466 | 30.6 | **1 528** |
| - Must meet (d) | 12 | 92.3 | 1 | 7.7 | **13** | 242 | 93.1 | 18 | 6.9 | **261** | 254 | 93.0 | 19 | 7.0 | **274** |
| - Not required to meet (e) | 1 | 100.0 | 0 | 0.0 | **1** | 32 | 62.7 | 19 | 37.3 | **51** | 33 | 63.5 | 19 | 36.5 | **52** |
| English essential | 8 290 | 95.6 | 380 | 4.4 | **8 771** | 23 447 | 96.2 | 921 | 3.8 | **24 471** | 31 737 | 96.1 | 1 301 | 3.9 | **33 242** |
| French essential | 34 | 3.1 | 1 061 | 96.9 | **1 096** | 43 | 2.1 | 1 958 | 97.9 | **2 002** | 77 | 2.5 | 3 019 | 97.5 | **3 098** |
| English or French | 933 | 68.9 | 421 | 31.1 | **1 356** | 1 536 | 72.0 | 598 | 28.0 | **2 134** | 2 469 | 70.8 | 1 019 | 29.2 | **3 490** |
| **Total** (b) | **11 091** | **70.0** | **4 754** | **30.0** | **15 988** | **37 469** | **65.0** | **20 205** | **35.0** | **57 871** | **48 560** | **66.1** | **24 959** | **33.9** | **73 859** |

**Source:** Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments. Excludes acting appointments of less than four months.

(b) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language components total (b) are calculated using the known first official language values as the respective denominators.

(c) The person appointed met the language requirements of the position at the time of appointment.

(d) The person appointed must attain, through language training, the language requirements of the position within two years of the date of the appointment, unless this period is extended for one or more additional periods – of not more than two years in total – in the circumstances prescribed in the *Public Service Official Languages Appointment Regulations*.

(e) The person appointed is exempt from meeting the language requirements of the position for the duration of the appointment on medical grounds or as a result of their eligibility for an immediate annuity, as specified in the *Public Service Official Languages Exclusion Approval Order*.

# **Table 43:** Student hiring activities and appointments to the public service by recruitment program and geographic area

*April 1, 2010 to March 31, 2011*

| **Geographic area** | **Student hiring activities** (a) | | | | | | **Appointments to the public service** | | | | | | **Total** (d) | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | **FSWEP*** | | **RAP*** (b) | | **CO-OP*** | | **PSR*** (c) | | **RPL*** | | **General recruitment** | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % | No. | % | No. | % |
| British Columbia | 436 | 5.0 | 9 | 3.7 | 454 | 9.4 | 46 | 3.7 | 0 | 0.0 | 1 314 | 8.9 | **2 259** | **7.6** |
| Alberta | 471 | 5.4 | 13 | 5.3 | 176 | 3.7 | 29 | 2.3 | 0 | 0.0 | 876 | 6.0 | **1 565** | **5.2** |
| Saskatchewan | 320 | 3.6 | 9 | 3.7 | 88 | 1.8 | 9 | 0.7 | 0 | 0.0 | 522 | 3.5 | **948** | **3.2** |
| Manitoba | 330 | 3.8 | 9 | 3.7 | 128 | 2.7 | 15 | 1.2 | 0 | 0.0 | 476 | 3.2 | **958** | **3.2** |
| Ontario (except NCR) | 1 277 | 14.5 | 34 | 13.9 | 447 | 9.3 | 156 | 12.5 | 0 | 0.0 | 1 947 | 13.2 | **3 861** | **12.9** |
| National Capital Region (NCR) | 3 573 | 40.7 | 90 | 36.7 | 2 841 | 59.1 | 807 | 64.5 | 30 | 100.0 | 5 725 | 38.9 | **13 066** | **43.8** |
| Quebec (except NCR) | 1 282 | 14.6 | 49 | 20.0 | 351 | 7.3 | 133 | 10.6 | 0 | 0.0 | 1 831 | 12.5 | **3 646** | **12.2** |
| New Brunswick | 436 | 5.0 | 9 | 3.7 | 71 | 1.5 | 23 | 1.8 | 0 | 0.0 | 797 | 5.4 | **1 336** | **4.5** |
| Nova Scotia | 277 | 3.2 | 7 | 2.9 | 151 | 3.1 | 18 | 1.4 | 0 | 0.0 | 705 | 4.8 | **1 158** | **3.9** |
| Prince Edward Island | 187 | 2.1 | 5 | 2.0 | 26 | 0.5 | 5 | 0.4 | 0 | 0.0 | 67 | 0.5 | **290** | **1.0** |
| Newfoundland and Labrador | 119 | 1.4 | 4 | 1.6 | 58 | 1.2 | 5 | 0.4 | 0 | 0.0 | 285 | 1.9 | **471** | **1.6** |
| Yukon | 1 | 0.0 | 0 | 0.0 | 8 | 0.2 | 3 | 0.2 | 0 | 0.0 | 34 | 0.2 | **46** | **0.2** |
| Northwest Territories | 21 | 0.2 | 2 | 0.8 | 7 | 0.1 | 0 | 0.0 | 0 | 0.0 | 57 | 0.4 | **87** | **0.3** |
| Nunavut | 9 | 0.1 | 5 | 2.0 | 4 | 0.1 | 2 | 0.2 | 0 | 0.0 | 42 | 0.3 | **62** | **0.2** |
| Outside Canada | 42 | 0.5 | 0 | 0.0 | 0 | 0.0 | 1 | 0.1 | 0 | 0.0 | 28 | 0.2 | **71** | **0.2** |
| **Total** (d) | **8 781** | **100.0** | **245** | **100.0** | **4 810** | **100.0** | **1 252** | **100.0** | **30** | **100.0** | **14 706** | **100.0** | **29 824** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files and Public Service Resourcing System

(a) The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

(b) The figures under the Research Affiliate Program include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year.

(c) The figures under Post-Secondary Recruitment Program (PSR) include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year. The figures also include appointments under the Accelerated Economist Training Program. These figures include appointments of applicants from the Public Service Commission's PSR and exclude appointments of post-secondary graduates made directly by organizations.

(d) The total 29 824 plus 17 935 casuals equals the overall hiring activity to the public service of 47 759 persons as indicated in Table 36 in Appendix 2.

*** Legend**

**FSWEP** Federal Student Work Experience Program

**RAP** Research Affiliate Program

**CO-OP** Co-operative Education/Internship Program

**PSR** Post-Secondary Recruitment Program

**RPL** Recruitment of Policy Leaders Program

## **Table 44:** Staffing activities by type and organization

*April 1, 2010 to March 31, 2011*

| Organization | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| Agriculture and Agri-Food Canada | 594 | 29.4 | 661 | 32.8 | 495 | 24.5 | 267 | 13.2 | **2 017** | **100.0** |
| Assisted Human Reproduction Canada | 1 | 11.1 | 3 | 33.3 | 5 | 55.6 | 0 | 0.0 | **9** | **100.0** |
| Atlantic Canada Opportunities Agency | 37 | 20.0 | 47 | 25.4 | 50 | 27.0 | 51 | 27.6 | **185** | **100.0** |
| Canada Border Services Agency | 635 | 15.3 | 869 | 21.0 | 1 468 | 35.5 | 1 167 | 28.2 | **4 139** | **100.0** |
| Canada Industrial Relations Board | 5 | 17.9 | 15 | 53.6 | 7 | 25.0 | 1 | 3.6 | **28** | **100.0** |
| Canada School of Public Service | 85 | 24.3 | 92 | 26.3 | 139 | 39.7 | 34 | 9.7 | **350** | **100.0** |
| Canadian Artists and Producers Professional Relations Tribunal | 0 | 0.0 | 1 | 100.0 | 0 | 0.0 | 0 | 0.0 | **1** | **100.0** |
| Canadian Environmental Assessment Agency | 17 | 19.3 | 27 | 30.7 | 37 | 42.0 | 7 | 8.0 | **88** | **100.0** |
| Canadian Forces Grievance Board | 0 | 0.0 | 2 | 28.6 | 4 | 57.1 | 1 | 14.3 | **7** | **100.0** |
| Canadian Grain Commission | 58 | 40.0 | 56 | 38.6 | 22 | 15.2 | 9 | 6.2 | **145** | **100.0** |
| Canadian Heritage | 72 | 10.0 | 183 | 25.4 | 293 | 40.6 | 173 | 24.0 | **721** | **100.0** |
| Canadian Human Rights Commission | 15 | 19.7 | 32 | 42.1 | 23 | 30.3 | 6 | 7.9 | **76** | **100.0** |
| Canadian Intergovernmental Conference Secretariat | 2 | 50.0 | 0 | 0.0 | 2 | 50.0 | 0 | 0.0 | **4** | **100.0** |
| Canadian International Development Agency | 143 | 15.9 | 250 | 27.8 | 350 | 38.9 | 157 | 17.4 | **900** | **100.0** |
| Canadian International Trade Tribunal | 5 | 17.2 | 16 | 55.2 | 4 | 13.8 | 4 | 13.8 | **29** | **100.0** |
| Canadian Radio-television and Telecommunications Commission | 11 | 8.2 | 60 | 44.8 | 37 | 27.6 | 26 | 19.4 | **134** | **100.0** |
| Canadian Space Agency | 42 | 21.2 | 46 | 23.2 | 76 | 38.4 | 34 | 17.2 | **198** | **100.0** |
| Canadian Transportation Agency | 20 | 28.6 | 22 | 31.4 | 22 | 31.4 | 6 | 8.6 | **70** | **100.0** |

## **Table 44:** Staffing activities by type and organization *(cont'd)*

*April 1, 2010 to March 31, 2011*

| | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| Organization | No. | % | No. | % | No. | % | No. | % | No. | % |
| Citizenship and Immigration Canada | 487 | 25.4 | 471 | 24.5 | 608 | 31.7 | 354 | 18.4 | **1 920** | **100.0** |
| Commission for Public Complaints Against the Royal Canadian Mounted Police | 8 | 26.7 | 6 | 20.0 | 13 | 43.3 | 3 | 10.0 | **30** | **100.0** |
| Copyright Board Canada | 1 | 100.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | **1** | **100.0** |
| Correctional Investigator Canada (The) | 2 | 15.4 | 6 | 46.2 | 5 | 38.5 | 0 | 0.0 | **13** | **100.0** |
| Correctional Service Canada | 1 319 | 22.4 | 1 221 | 20.8 | 2 167 | 36.9 | 1 171 | 19.9 | **5 878** | **100.0** |
| Courts Administration Service | 78 | 37.5 | 41 | 19.7 | 55 | 26.4 | 34 | 16.3 | **208** | **100.0** |
| Economic Development Agency of Canada for the Regions of Quebec | 36 | 24.7 | 35 | 24.0 | 43 | 29.5 | 32 | 21.9 | **146** | **100.0** |
| Environment Canada | 434 | 16.6 | 761 | 29.2 | 994 | 38.1 | 420 | 16.1 | **2 609** | **100.0** |
| Farm Products Council of Canada | 0 | 0.0 | 2 | 50.0 | 0 | 0.0 | 2 | 50.0 | **4** | **100.0** |
| Federal Economic Development Agency for Southern Ontario | 50 | 30.7 | 47 | 28.8 | 59 | 36.2 | 7 | 4.3 | **163** | **100.0** |
| Finance Canada (Department of) | 59 | 15.4 | 183 | 47.8 | 107 | 27.9 | 34 | 8.9 | **383** | **100.0** |
| Financial Consumer Agency of Canada | 9 | 56.3 | 4 | 25.0 | 2 | 12.5 | 1 | 6.3 | **16** | **100.0** |
| Fisheries and Oceans Canada | 1 207 | 28.7 | 1 081 | 25.7 | 1 094 | 26.0 | 820 | 19.5 | **4 202** | **100.0** |
| Foreign Affairs and International Trade Canada | 370 | 12.9 | 806 | 28.2 | 1 051 | 36.7 | 634 | 22.2 | **2 861** | **100.0** |
| Hazardous Materials Information Review Commission Canada | 6 | 37.5 | 4 | 25.0 | 4 | 25.0 | 2 | 12.5 | **16** | **100.0** |
| Health Canada | 684 | 20.0 | 851 | 24.9 | 1 261 | 36.9 | 624 | 18.2 | **3 420** | **100.0** |
| Human Resources and Skills Development Canada | 1 275 | 15.4 | 1 821 | 22.0 | 3 150 | 38.1 | 2 015 | 24.4 | **8 261** | **100.0** |
| Human Rights Tribunal of Canada | 2 | 40.0 | 1 | 20.0 | 2 | 40.0 | 0 | 0.0 | **5** | **100.0** |

## **Table 44**: Staffing activities by type and organization *(cont'd)*

*April 1, 2010 to March 31, 2011*

| Organization | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| Immigration and Refugee Board of Canada | 67 | 20.6 | 61 | 18.8 | 135 | 41.5 | 62 | 19.1 | **325** | **100.0** |
| Indian and Northern Affairs Canada | 411 | 18.1 | 494 | 21.7 | 930 | 40.9 | 440 | 19.3 | **2 275** | **100.0** |
| Indian Residential Schools Truth and Reconciliation Commission Secretariat | 24 | 68.6 | 5 | 14.3 | 6 | 17.1 | 0 | 0.0 | **35** | **100.0** |
| Industry Canada | 331 | 18.7 | 591 | 33.4 | 548 | 30.9 | 301 | 17.0 | **1 771** | **100.0** |
| Infrastructure Canada | 48 | 23.4 | 92 | 44.9 | 56 | 27.3 | 9 | 4.4 | **205** | **100.0** |
| International Joint Commission | 5 | 62.5 | 2 | 25.0 | 1 | 12.5 | 0 | 0.0 | **8** | **100.0** |
| Justice Canada (Department of) | 485 | 25.2 | 438 | 22.7 | 798 | 41.4 | 206 | 10.7 | **1 927** | **100.0** |
| Library and Archives Canada | 83 | 22.5 | 91 | 24.7 | 85 | 23.0 | 110 | 29.8 | **369** | **100.0** |
| Military Police Complaints Commission of Canada | 3 | 37.5 | 2 | 25.0 | 1 | 12.5 | 2 | 25.0 | **8** | **100.0** |
| NAFTA Secretariat – Canadian Section | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 1 | 100.0 | **1** | **100.0** |
| National Defence (Public Service Employees) | 2 113 | 28.5 | 2 368 | 31.9 | 2 223 | 30.0 | 718 | 9.7 | **7 422** | **100.0** |
| National Energy Board | 53 | 31.5 | 60 | 35.7 | 33 | 19.6 | 22 | 13.1 | **168** | **100.0** |
| Natural Resources Canada | 347 | 26.0 | 421 | 31.5 | 355 | 26.6 | 212 | 15.9 | **1 335** | **100.0** |
| Office of the Chief Electoral Officer | 114 | 39.9 | 51 | 17.8 | 87 | 30.4 | 34 | 11.9 | **286** | **100.0** |
| Office of the Commissioner for Federal Judicial Affairs | 2 | 8.0 | 7 | 28.0 | 8 | 32.0 | 8 | 32.0 | **25** | **100.0** |
| Office of the Commissioner of Official Languages | 9 | 15.8 | 20 | 35.1 | 19 | 33.3 | 9 | 15.8 | **57** | **100.0** |
| Office of the Governor General's Secretary | 11 | 26.2 | 7 | 16.7 | 13 | 31.0 | 11 | 26.2 | **42** | **100.0** |
| Office of the Public Sector Integrity Commissioner of Canada | 6 | 37.5 | 2 | 12.5 | 5 | 31.3 | 3 | 18.8 | **16** | **100.0** |
| Office of the Registrar of Lobbyists | 2 | 18.2 | 7 | 63.6 | 2 | 18.2 | 0 | 0.0 | **11** | **100.0** |

## **Table 44**: Staffing activities by type and organization *(cont'd)*

*April 1, 2010 to March 31, 2011*

| Organization | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| Office of the Superintendent of Financial Institutions Canada | 60 | 35.3 | 49 | 28.8 | 52 | 30.6 | 9 | 5.3 | **170** | **100.0** |
| Offices of the Information and Privacy Commissioners of Canada | 16 | 19.0 | 24 | 28.6 | 29 | 34.5 | 15 | 17.9 | **84** | **100.0** |
| Parole Board of Canada | 21 | 13.5 | 33 | 21.3 | 74 | 47.7 | 27 | 17.4 | **155** | **100.0** |
| Patented Medicine Prices Review Board Canada | 6 | 30.0 | 6 | 30.0 | 6 | 30.0 | 2 | 10.0 | **20** | **100.0** |
| Privy Council Office | 73 | 17.8 | 138 | 33.6 | 150 | 36.5 | 50 | 12.2 | **411** | **100.0** |
| Public Health Agency of Canada | 239 | 19.2 | 346 | 27.8 | 463 | 37.2 | 196 | 15.8 | **1 244** | **100.0** |
| Public Prosecution Service of Canada | 84 | 27.0 | 101 | 32.5 | 111 | 35.7 | 15 | 4.8 | **311** | **100.0** |
| Public Safety Canada | 75 | 16.8 | 138 | 30.9 | 184 | 41.2 | 50 | 11.2 | **447** | **100.0** |
| Public Servants Disclosure Protection Tribunal Canada | 0 | 0.0 | 1 | 100.0 | 0 | 0.0 | 0 | 0.0 | **1** | **100.0** |
| Public Service Commission of Canada | 46 | 10.4 | 95 | 21.4 | 252 | 56.8 | 51 | 11.5 | **444** | **100.0** |
| Public Service Labour Relations Board | 12 | 44.4 | 8 | 29.6 | 5 | 18.5 | 2 | 7.4 | **27** | **100.0** |
| Public Works and Government Services Canada | 1 226 | 20.8 | 1 719 | 29.2 | 2 026 | 34.4 | 915 | 15.5 | **5 886** | **100.0** |
| Registrar of the Supreme Court of Canada | 34 | 50.0 | 15 | 22.1 | 11 | 16.2 | 8 | 11.8 | **68** | **100.0** |
| Registry of the Competition Tribunal | 0 | 0.0 | 0 | 0.0 | 1 | 50.0 | 1 | 50.0 | **2** | **100.0** |
| Registry of the Specific Claims Tribunal | 3 | 50.0 | 2 | 33.3 | 1 | 16.7 | 0 | 0.0 | **6** | **100.0** |
| Royal Canadian Mounted Police (Public Service Employees) | 404 | 14.3 | 1 137 | 40.4 | 1 006 | 35.7 | 269 | 9.6 | **2 816** | **100.0** |
| Statistics Canada | 1 014 | 44.3 | 565 | 24.7 | 443 | 19.4 | 267 | 11.7 | **2 289** | **100.0** |
| Status of Women Canada | 13 | 27.1 | 7 | 14.6 | 20 | 41.7 | 8 | 16.7 | **48** | **100.0** |

## **Table 44:** Staffing activities by type and organization *(cont'd)*

*April 1, 2010 to March 31, 2011*

| Organization | Appointments to the public service | | Staffing activities within the public service | | | | | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Promotions | | Lateral and downward movements (a) | | Acting appointments (b) | | | |
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| Transport Canada | 329 | 21.7 | 370 | 24.5 | 463 | 30.6 | 351 | 23.2 | **1 513** | **100.0** |
| Transportation Appeal Tribunal of Canada | 0 | 0.0 | 3 | 60.0 | 2 | 40.0 | 0 | 0.0 | **5** | **100.0** |
| Transportation Safety Board of Canada | 8 | 15.7 | 18 | 35.3 | 16 | 31.4 | 9 | 17.6 | **51** | **100.0** |
| Treasury Board of Canada Secretariat | 186 | 15.3 | 433 | 35.6 | 431 | 35.4 | 168 | 13.8 | **1 218** | **100.0** |
| Veterans Affairs Canada | 214 | 22.8 | 223 | 23.8 | 338 | 36.0 | 163 | 17.4 | **938** | **100.0** |
| Western Economic Diversification Canada | 42 | 23.1 | 53 | 29.1 | 40 | 22.0 | 47 | 25.8 | **182** | **100.0** |
| **Total** | **15 988** | **21.6** | **19 926** | **27.0** | **25 078** | **34.0** | **12 867** | **17.4** | **73 859** | **100.0** |

**Source:** Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

**Note:** The difference between the number of organizations in this table (79) and the number of organizations who have signed an Appointment Delegation and Accountability Instrument (83) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada pay system, which means for these organizations the Public Service Commission cannot show population and/or hiring and staffing activities.

# **Table 45:** *Public Service Employment Act* population changes by organization

## *March 2010 to March 2011*

| Organization | Indeterminate, specified term, casual and student population | | | |
|---|---|---|---|---|
| | March 2010 No. | March 2011 No. | Difference | % change over last year |
| Agriculture and Agri-Food Canada | 6 935 | 6 954 | 19 | **0.3** |
| Assisted Human Reproduction Canada | 13 | 16 | 3 | **23.1** |
| Atlantic Canada Opportunities Agency | 764 | 753 | -11 | **-1.4** |
| Canada Border Services Agency | 14 396 | 14 385 | -11 | **-0.1** |
| Canada Industrial Relations Board | 94 | 90 | -4 | **-4.3** |
| Canada School of Public Service | 1 015 | 1 008 | -7 | **-0.7** |
| Canadian Artists and Producers Professional Relations Tribunal | 7 | 7 | 0 | **0.0** |
| Canadian Environmental Assessment Agency | 132 | 239 | 107 | **81.1** |
| Canadian Forces Grievance Board | 35 | 35 | 0 | **0.0** |
| Canadian Grain Commission | 689 | 652 | -37 | **-5.4** |
| Canadian Heritage | 2 334 | 2 045 | -289 | **-12.4** |
| Canadian Human Rights Commission | 197 | 196 | -1 | **-0.5** |
| Canadian Intergovernmental Conference Secretariat | 24 | 23 | -1 | **-4.2** |
| Canadian International Development Agency | 1 951 | 1 978 | 27 | **1.4** |
| Canadian International Trade Tribunal | 76 | 76 | 0 | **0.0** |
| Canadian Radio-television and Telecommunications Commission | 423 | 411 | -12 | **-2.8** |
| Canadian Space Agency | 709 | 762 | 53 | **7.5** |
| Canadian Transportation Agency | 250 | 252 | 2 | **0.8** |
| Citizenship and Immigration Canada | 4 731 | 4 975 | 244 | **5.2** |
| Commission for Public Complaints Against the Royal Canadian Mounted Police | 60 | 63 | 3 | **5.0** |
| Copyright Board Canada | 13 | 11 | -2 | **-15.4** |
| Correctional Investigator Canada (The) | 28 | 36 | 8 | **28.6** |
| Correctional Service Canada | 17 709 | 18 288 | 579 | **3.3** |
| Courts Administration Service | 629 | 623 | -6 | **-1.0** |
| Economic Development Agency of Canada for the Regions of Quebec | 452 | 455 | 3 | **0.7** |
| Environment Canada | 7 576 | 7 159 | -417 | **-5.5** |

## **Table 45**: *Public Service Employment Act* population changes by organization *(cont'd)*

*March 2010 to March 2011*

| Organization | Indeterminate, specified term, casual and student population | | | |
|---|---|---|---|---|
| | March 2010 | March 2011 | Difference | % change over last year |
| | No. | No. | | |
| Farm Products Council of Canada | 15 | 16 | 1 | **6.7** |
| Federal Economic Development Agency for Southern Ontario | 0 | 208 | 208 | **–** |
| Finance Canada (Department of) | 800 | 802 | 2 | **0.2** |
| Financial Consumer Agency of Canada | 54 | 60 | 6 | **11.1** |
| Fisheries and Oceans Canada | 11 156 | 11 001 | -155 | **-1.4** |
| Foreign Affairs and International Trade Canada | 7 692 | 7 484 | -208 | **-2.7** |
| Hazardous Materials Information Review Commission Canada | 37 | 45 | 8 | **21.6** |
| Health Canada | 10 564 | 10 401 | -163 | **-1.5** |
| Human Resources and Skills Development Canada | 26 002 | 24 653 | -1 349 | **-5.2** |
| Human Rights Tribunal of Canada | 18 | 20 | 2 | **11.1** |
| Immigration and Refugee Board of Canada | 846 | 915 | 69 | **8.2** |
| Indian and Northern Affairs Canada | 5 442 | 5 498 | 56 | **1.0** |
| Indian Residential Schools Truth and Reconciliation Commission Secretariat | 17 | 41 | 24 | **141.2** |
| Industry Canada | 5 763 | 5 576 | -187 | **-3.2** |
| Infrastructure Canada | 331 | 372 | 41 | **12.4** |
| International Joint Commission | 27 | 29 | 2 | **7.4** |
| Justice Canada (Department of) | 4 989 | 5 155 | 166 | **3.3** |
| Library and Archives Canada | 1 147 | 1 183 | 36 | **3.1** |
| Military Police Complaints Commission of Canada | 14 | 13 | -1 | **-7.1** |
| NAFTA Secretariat – Canadian Section | 7 | 0 | -7 | **-100.0** |
| National Defence (Public Service Employees) | 27 282 | 27 385 | 103 | **0.4** |
| National Energy Board | 350 | 382 | 32 | **9.1** |
| Natural Resources Canada | 4 949 | 4 935 | -14 | **-0.3** |
| Office of the Chief Electoral Officer | 546 | 705 | 159 | **29.1** |
| Office of the Commissioner for Federal Judicial Affairs | 71 | 68 | -3 | **-4.2** |
| Office of the Commissioner of Official Languages | 173 | 163 | -10 | **-5.8** |

# **Table 45:** *Public Service Employment Act* population changes by organization *(cont'd)*

*March 2010 to March 2011*

| Organization | Indeterminate, specified term, casual and student population | | | |
|---|---|---|---|---|
| | March 2010 | March 2011 | Difference | % change over last year |
| | No. | No. | | |
| Office of the Governor General's Secretary | 159 | 183 | 24 | **15.1** |
| Office of the Public Sector Integrity Commissioner of Canada | 22 | 26 | 4 | **18.2** |
| Office of the Registrar of Lobbyists | 25 | 26 | 1 | **4.0** |
| Office of the Superintendent of Financial Institutions Canada | 541 | 561 | 20 | **3.7** |
| Offices of the Information and Privacy Commissioners of Canada | 248 | 252 | 4 | **1.6** |
| Parole Board of Canada | 367 | 368 | 1 | **0.3** |
| Patented Medicine Prices Review Board Canada | 59 | 66 | 7 | **11.9** |
| Privy Council Office | 875 | 893 | 18 | **2.1** |
| Public Health Agency of Canada | 2 798 | 2 895 | 97 | **3.5** |
| Public Prosecution Service of Canada | 854 | 884 | 30 | **3.5** |
| Public Safety Canada | 1 115 | 1 110 | -5 | **-0.4** |
| Public Servants Disclosure Protection Tribunal Canada | 6 | 4 | -2 | **-33.3** |
| Public Service Commission of Canada | 1 044 | 995 | -49 | **-4.7** |
| Public Service Labour Relations Board | 81 | 81 | 0 | **0.0** |
| Public Works and Government Services Canada | 13 736 | 14 382 | 646 | **4.7** |
| RCMP External Review Committee | 6 | 5 | -1 | **-16.7** |
| Registrar of the Supreme Court of Canada | 218 | 209 | -9 | **-4.1** |
| Registry of the Competition Tribunal | 12 | 10 | -2 | **-16.7** |
| Registry of the Specific Claims Tribunal | 6 | 9 | 3 | **50.0** |
| Royal Canadian Mounted Police (Public Service Employees) | 6 249 | 6 147 | -102 | **-1.6** |
| Statistics Canada | 5 557 | 6 422 | 865 | **15.6** |
| Status of Women Canada | 92 | 101 | 9 | **9.8** |
| Transport Canada | 5 523 | 5 551 | 28 | **0.5** |
| Transportation Appeal Tribunal of Canada | 7 | 8 | 1 | **14.3** |

## **Table 45:** *Public Service Employment Act* population changes by organization *(cont'd)*

### *March 2010 to March 2011*

| **Organization** | **Indeterminate, specified term, casual and student population** | | | |
|---|---|---|---|---|
| | **March 2010** | **March 2011** | **Difference** | **% change over last year** |
| | No. | No. | | |
| Transportation Safety Board of Canada | 213 | 208 | -5 | **-2.3** |
| Treasury Board of Canada Secretariat | 2 093 | 2 171 | 78 | **3.7** |
| Veterans Affairs Canada | 4 096 | 4 062 | -34 | **-0.8** |
| Western Economic Diversification Canada | 509 | 478 | -31 | **-6.1** |
| **Total** | **216 045** | **216 709** | **664** | **0.3** |

**Source:** Public Service Commission population files

**Note:** The difference between the number of organizations identified in this table (80) and the number of organizations who have signed an Appointment Delegation and Accountability Instrument (83) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada (PWGSC) pay system, which means for these organizations the Public Service Commission cannot show population and/or hiring and staffing activities.

The population counts are taken from the incumbent file. The incumbent file, which comes from the Treasury Board of Canada Secretariat, is an extract from the PWGSC pay system and may vary from counts maintained in organizational human resource systems.

## **Table 46:** Priority administration (public service total)

### *Number of priority entitlements registered and number of placements and other removals, by priority type*

### *April 1, 2010 to March 31, 2011*

| Priority type | Carry-over (a) | New cases | Total (carry-over + new cases) | Appointed | Resigned and/or retired | Expired | Other removal (b) | Total outflows | Active at end of period |
|---|---|---|---|---|---|---|---|---|---|
| Leave of absence (sec. 41) | 407 | 356 | 763 | 157 | 43 | 48 | 52 | 300 | 463 |
| Layoff (sec. 41) | 12 | 7 | 19 | 0 | 0 | 13 | 2 | 15 | 4 |
| **Total – Statutory priorities** | **419** | **363** | **782** | **157** | **43** | **61** | **54** | **315** | **467** |
| Surplus (sec. 5) | 314 | 226 | 540 | 240(c) | 55 | 0 | 50 | 345 | 195 |
| Disabled employee (sec. 7) | 71 | 69 | 140 | 25 | 2 | 12 | 28 | 67 | 73 |
| Medically released CF/ RCMP (sec. 8) | 264 | 249 | 513 | 154 | 0 | 68 | 1 | 223 | 290 |
| Relocation of spouse (sec. 9) | 405 | 447 | 852 | 166 | 19 | 39 | 178 | 402 | 450 |
| Reinstatement to higher level (sec. 10) | 78 | 137 | 215 | 26 | 1 | 71 | 0 | 98 | 117 |
| Governor General's exempt staff (sec. 6) | 0 | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 2 |
| Surviving spouse or common law partner (sec. 8.1) | 0 | 4 | 4 | 1 | 0 | 0 | 0 | 1 | 3 |
| **Total – Regulatory priorities** | **1 132** | **1 134** | **2 266** | **612** | **77** | **190** | **257** | **1 136** | **1 130** |
| **Total** | **1 551** | **1 497** | **3 048** | **769** | **120** | **251** | **311** | **1 451** | **1 597** |

(a) The number of carry-overs from March 31, 2010 differ from the number of active cases at March 31, 2010 published in last year's Annual Report due to priority registrations received late in March 2010 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

(b) Priority type changes are included in "other removal."

(c) Although the priority entitlement for surplus employees is established in the *Public Service Employment Regulations*, s.40 of the *Public Service Employment Act* provides deputy heads with the authority to place their own organization's surplus employees before considering other priority persons. Surplus employees within their home organizations accounted for 160 of the 240 appointments in 2010-2011.

**Notes:** See "Priority administration" under Appendix 2 – Statistical Tables notes

## **Table 47:** Post-secondary Recruitment (PSR) campaign applicants (fall 2010) by geographic area of residence

*April 1, 2010 to March 31, 2011*

| Geographic area of residence | PSR applicants[1] | |
|---|---|---|
| | No. | % |
| British Columbia | 1 703 | 8.2 |
| Alberta | 706 | 3.4 |
| Saskatchewan | 174 | 0.8 |
| Manitoba | 402 | 1.9 |
| Ontario | 9 636 | 46.4 |
| Quebec | 6 953 | 33.4 |
| New Brunswick | 273 | 1.3 |
| Nova Scotia | 433 | 2.1 |
| Prince Edward Island | 111 | 0.5 |
| Newfoundland and Labrador | 163 | 0.8 |
| Yukon | 5 | 0.0 |
| Northwest Territories | 11 | 0.1 |
| Nunavut | 1 | 0.0 |
| Outside Canada | 223 | 1.1 |
| **Total** | **20 794** | **100.0** |

**Source:** Public Service Resourcing System

[1] These numbers exclude cancelled advertisements.

## **Table 47(a):** Post-secondary Recruitment (PSR) campaign applicants (fall 2010) by geographic area of residence for Ontario (except NCR), National Capital Region (NCR) and Quebec (except NCR)

*April 1, 2010 to March 31, 2011*

| Geographic area of residence | PSR applicants[1] | |
|---|---|---|
| | No. | % |
| Ontario (except NCR) | 5 603 | 27.0 |
| National Capital Region (NCR) | 5 331 | 25.6 |
| Quebec (except NCR) | 5 655 | 27.2 |

**Source:** Public Service Resourcing System

[1] These numbers exclude cancelled advertisements.

## **Table 48:** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education

*April 1, 2010 to March 31, 2011*

| Geographic area of residence | FSWEP applicants | Level of education | | |
|---|---|---|---|---|
| | | University | College | Secondary |
| British Columbia | 3 803 | 3 016 | 596 | 191 |
| Alberta | 2 179 | 1 649 | 339 | 191 |
| Saskatchewan | 1 072 | 890 | 91 | 91 |
| Manitoba | 1 873 | 1 566 | 161 | 146 |
| Ontario | 25 286 | 20 665 | 3 274 | 1 347 |
| Quebec | 12 529 | 8 686 | 3 265 | 578 |
| New Brunswick | 1 875 | 1 526 | 161 | 188 |
| Nova Scotia | 1 738 | 1 393 | 179 | 166 |
| Prince Edward Island | 913 | 669 | 90 | 154 |
| Newfoundland and Labrador | 619 | 506 | 71 | 42 |
| Yukon | 18 | 13 | 2 | 3 |
| Northwest Territories | 80 | 54 | 19 | 7 |
| Nunavut | 12 | 10 | 2 | 0 |
| Outside Canada | 141 | 117 | 17 | 7 |
| **Total** | **52 138** | **40 760** | **8 267** | **3 111** |

**Source:** Public Service Resourcing System

## **Table 48(a):** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education for Ontario (except NCR), National Capital Region (NCR) and Quebec (except NCR)

*April 1, 2010 to March 31, 2011*

| Geographic area of residence | FSWEP applicants | Level of education | | |
|---|---|---|---|---|
| | | University | College | Secondary |
| Ontario (except NCR) | 12 323 | 9 850 | 1 741 | 732 |
| National Capital Region (NCR) | 17 008 | 13 364 | 2 838 | 806 |
| Quebec (except NCR) | 8 484 | 6 137 | 1 960 | 387 |

**Source:** Public Service Resourcing System

## **Table 49:** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education for the 2009 campaign

*2009 Campaign only[1] – Start date October 15, 2009 – End date September 30, 2010*

| Geographic area of residence | FSWEP applicants | Level of education | | |
|---|---|---|---|---|
| | | University | College | Secondary |
| British Columbia | 3 731 | 2 985 | 528 | 218 |
| Alberta | 2 279 | 1 669 | 441 | 169 |
| Saskatchewan | 1 022 | 867 | 77 | 78 |
| Manitoba | 1 876 | 1 563 | 171 | 142 |
| Ontario | 24 832 | 20 129 | 3 264 | 1 439 |
| Quebec | 12 040 | 8 225 | 3 177 | 638 |
| New Brunswick | 1 852 | 1 502 | 151 | 199 |
| Nova Scotia | 1 761 | 1 380 | 208 | 173 |
| Prince Edward Island | 912 | 682 | 87 | 143 |
| Newfoundland and Labrador | 599 | 500 | 64 | 35 |
| Yukon | 27 | 20 | 4 | 3 |
| Northwest Territories | 67 | 45 | 13 | 9 |
| Nunavut | 12 | 9 | 1 | 2 |
| Outside Canada | 55 | 46 | 6 | 3 |
| **Total** | **51 065** | **39 622** | **8 192** | **3 251** |

**Source:** Public Service Resourcing System

[1] The Public Service Commission's FSWEP Program is an annual campaign to recruit and hire secondary and post-secondary students during a school year. The campaign commences in early October of each year inviting students to apply and be considered for employment for the fall, winter, spring and summer school terms.

## **Table 49(a):** Federal Student Work Experience Program (FSWEP) applicants by geographic area of residence and level of education for Ontario (except NCR), National Capital Region (NCR) and Quebec (except NCR) for the 2009 campaign

*2009 Campaign only[1] – Start date October 15, 2009 – End date September 30, 2010*

| Geographic area of residence | FSWEP applicants | Level of education | | |
|---|---|---|---|---|
| | | University | College | Secondary |
| Ontario (except NCR) | 12 801 | 10 171 | 1 804 | 826 |
| National Capital Region (NCR) | 15 306 | 11 960 | 2 541 | 805 |
| Quebec (except NCR) | 8 765 | 6 223 | 2 096 | 446 |

**Source:** Public Service Resourcing System

[1] The Public Service Commission's FSWEP Program is an annual campaign to recruit and hire secondary and post-secondary students during a school year. The campaign commences in early October of each year inviting students to apply and be considered for employment for the fall, winter, spring and summer school terms.

## **Table 50:** Applicants to external advertisements compared to the Canadian workforce population

*April 1, 2010 to March 31, 2011*

| Geographic area of residence | Applicants to external advertisements % | Canadian workforce population % |
|---|---|---|
| British Columbia | 9.7 | 13.2 |
| Alberta | 6.9 | 11.6 |
| Saskatchewan | 2.0 | 3.0 |
| Manitoba | 3.6 | 3.5 |
| Ontario | 45.6 | 39.0 |
| Quebec | 23.0 | 22.9 |
| New Brunswick | 3.1 | 2.1 |
| Nova Scotia | 3.1 | 2.6 |
| Prince Edward Island | 0.7 | 0.4 |
| Newfoundland and Labrador | 1.2 | 1.4 |
| Yukon | 0.1 | 0.1 |
| Northwest Territories | 0.2 | 0.1 |
| Nunavut | 0.1 | 0.1 |
| **Total** | **100.0** | **100.0** |

**Source:** Public Service Resourcing System and Statistics Canada 2011 Labour Force Survey

## **Table 51:** Applications and appointments for nationally advertised jobs by geographic area – Officer level

*April 1, 2010 to March 31, 2011*

| Geographic area of work location | Advertisements[a] | Applications[b] | | Appointments to the public service[c] | |
|---|---|---|---|---|---|
| | No. | No. | From other geographic areas of residence % | No. | From other geographic areas of residence % |
| British Columbia | 704 | 72 027 | 45.3 | 375 | 9.1 |
| Alberta | 376 | 26 152 | 71.9 | 219 | 17.8 |
| Saskatchewan | 105 | 7 798 | 73.3 | 113 | 19.5 |
| Manitoba | 89 | 7 068 | 66.9 | 128 | 15.6 |
| Ontario (except NCR) | 262 | 44 962 | 34.3 | 541 | 13.9 |
| National Capital Region (NCR) | 661 | 164 567 | 41.9 | 3 392 | 22.3 |
| Quebec (except NCR) | 264 | 37 434 | 34.4 | 398 | 6.8 |
| New Brunswick | 100 | 11 131 | 57.2 | 150 | 14.0 |
| Nova Scotia | 101 | 11 579 | 67.6 | 181 | 40.3 |
| Prince Edward Island | 21 | 1 989 | 79.5 | 17 | 17.7 |
| Newfoundland and Labrador | 30 | 3 687 | 73.6 | 45 | 11.1 |
| Yukon | 18 | 872 | 89.9 | 19 | 68.4 |
| Northwest Territories | 28 | 1 594 | 90.3 | 31 | 45.2 |
| Nunavut | 29 | 2 637 | 89.4 | 23 | 52.2 |
| Outside Canada | 0 | 0 | 0.0 | 2 | 100.0 |
| **Total** | **2 788** | **393 497** | **46.0** | **5 634** | **19.8** |

**Source:** Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Advertisements with more than one work location are counted as multiple advertisements (one for each work location) which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[b] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[c] This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in 2010-2011 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

## **Table 52:** Applications and appointments for nationally advertised jobs by geographic area – Non-officer level

*April 1, 2010 to March 31, 2011*

| Geographic area of work location | Advertisements(a) | Applications(b) | | Appointments to the public service(c) | |
|---|---|---|---|---|---|
| | No. | No. | From other geographic areas of residence % | No. | From other geographic areas of residence % |
| British Columbia | 109 | 18 553 | 32.3 | 253 | 4.4 |
| Alberta | 245 | 21 069 | 68.5 | 289 | 20.4 |
| Saskatchewan | 49 | 5 289 | 65.7 | 113 | 7.1 |
| Manitoba | 47 | 6 908 | 52.0 | 105 | 0.0 |
| Ontario (except NCR) | 80 | 26 490 | 25.7 | 453 | 6.8 |
| National Capital Region (NCR) | 166 | 97 653 | 31.0 | 920 | 13.6 |
| Quebec (except NCR) | 131 | 26 668 | 16.9 | 448 | 2.7 |
| New Brunswick | 21 | 4 090 | 41.1 | 147 | 6.1 |
| Nova Scotia | 92 | 9 990 | 49.7 | 102 | 10.8 |
| Prince Edward Island | 12 | 2 417 | 52.5 | 9 | 0.0 |
| Newfoundland and Labrador | 11 | 1 687 | 54.3 | 18 | 22.2 |
| Yukon | 5 | 292 | 83.6 | 7 | 14.3 |
| Northwest Territories | 37 | 1 695 | 91.2 | 11 | 27.3 |
| Nunavut | 3 | 139 | 86.3 | 7 | 28.6 |
| Outside Canada | 0 | 0 | 0.0 | 0 | 0.0 |
| **Total** | **1 008** | **222 940** | **36.0** | **2 882** | **9.6** |

**Source:** Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

(a) Advertisements with more than one work location are counted as multiple advertisements (one for each work location) which may impact geographic distribution. Excludes advertisements containing more than one group/level.

(b) An application is counted multiple times when it is received for an advertisement containing multiple work locations.

(c) This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in 2010-2011 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

# Appendix 3

## Additional terms and conditions imposed on authorities delegated to organizations following results of Public Service Commission oversight activities (in effect March 31, 2011)*

### Health Canada

The organization will submit semi-annual reports to the PSC (one through the Departmental Staffing Accountability Report) on the implementation of the PSC audit report recommendations and on its staffing activities (effective August 21, 2009).

The organization will submit an action plan that outlines how it intends to respond to the PSC audit recommendations (effective August 21, 2009).

**Note:** The above two conditions were removed as of July 2011.

### Infrastructure Canada

The organization will submit semi-annual reports to the PSC (one through the Departmental Staffing Accountability Report) on the implementation of the PSC audit report recommendations and on its staffing activities (effective June 22, 2009).

The organization will submit all documentation and minutes of its Human Resources (HR) Committee (which is now referred to as the People Management Committee) related to staffing (effective June 22, 2009).

### Parole Board of Canada

The Chairperson and the Executive Director General of the Parole Board of Canada are the sole authorities to make specified period and indeterminate appointments within the organization, excluding acting appointments, student and casual employments (effective July 12, 2010).

A special advisor has been assigned from the PSC to work with the organization to provide advice and support to the Chairperson of the Parole Board of Canada in exercising delegated appointment authorities in compliance with the *Public Service Employment Act*, the PSC Appointment Framework and the Appointment Delegation and Accountability Instrument and in improving appointment-related capacity in the organization (effective July 22, 2010).

The organization will submit semi-annual reports to the PSC (one through the Departmental Staffing Accountability Report) on the implementation of the PSC audit report recommendations and on its staffing activities (effective July 12, 2010).

### Royal Canadian Mounted Police

A special advisor from the PSC has been assigned to work with the organization to provide advice and support to the Commissioner regarding the implementation of the recommendations of the PSC audit report (effective April 1, 2008).

On a transactional basis, a sub-delegated HR person can authorize an appointment only when they are at a level equal or superior to that of the hiring manager (effective July 1, 2009).

On a transactional basis, any sub-delegated HR person can authorize an acting appointment of less than four months (except EX Group) for encumbered positions only (effective February 2, 2009).

The organization will submit semi-annual reports to the PSC (one through the Departmental Staffing Accountability Report) on the implementation of the PSC audit report recommendations and on its staffing activities (effective April 1, 2008).

**Note:** The two conditions associated to sub-delegation of appointment authority were removed as of June 2011.

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*Conditions for appointments, advertised or non-advertised, from inside or outside the public service.

# Appendix 4

## Summary of audits and studies underway or planned for release in 2012 and 2013

The Public Service Commission's (PSC) authority to conduct audits is defined in the *Public Service Employment Act* (PSEA). This authority includes 82 organizations that have signed an Appointment Delegation and Accountability Instrument with the PSC and are covered under the PSEA. As a result of the oversight review, the PSC implemented an audit cycle of seven years, from 2009 to 2015, to audit all organizations.

The PSC selects organizations to include in the audit and studies plan, based on a number of factors such as risk assessments and monitoring results as well as completing the established audit cycle of seven years to audit all organizations. To ensure a balanced view of staffing in the federal public service, a mix of organizations is selected, based on size and identified risks.

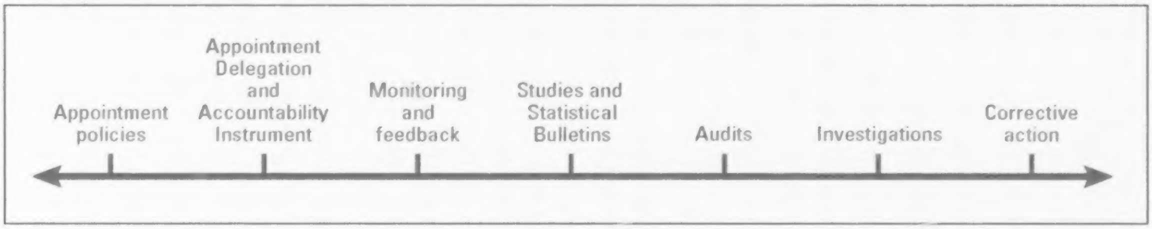
| Under way or planned 2012 | |
|---|---|
| **Organizational follow-up audit** | **Size of organization** |
| Canada Border Services Agency | Large |
| Health Canada | Large |
| Infrastructure Canada | Small |
| **Organizational audit** | **Size of organization** |
| Canadian International Development Agency | Medium |
| Canadian Radio-television and Telecommunications Commission | Small |
| Copyright Board of Canada | Micro |
| Department of Justice Canada | Large |
| Hazardous Materials Information Review Commission | Micro |
| Industry Canada | Large |
| International Joint Commission | Micro |
| Office of the Information Commissioner of Canada | Small |
| Passport Canada | Large |
| Public Prosecution Service of Canada | Medium |
| Public Works and Government Services Canada | Large |
| Transportation Safety Board of Canada | Small |
| **Study** | |
| External Recruitment | |
| Statistical Study on Persons with Disabilities | |
| Study on Assessment Tools | |

| Under way or planned 2013 | |
|---|---|
| **Organizational follow-up audit** | **Size of organization** |
| Parole Board of Canada | Small |
| Royal Canadian Mounted Police | Large |
| **Organizational audit** | **Size of organization** |
| Canada Industrial Relations Board | Micro |
| Canada School of Public Service | Medium |
| Canadian Environmental Assessment Agency | Small |
| Canadian Intergovernmental Conference Secretariat | Micro |
| Canadian Transportation Agency | Small |
| Department of Finance Canada | Medium |
| National Defence | Large |
| Office of the Commissioner for Federal Judicial Affairs Canada | Micro |
| Office of the Secretary to the Governor General | Small |
| Patented Medicine Prices Review Board | Micro |
| Public Health Agency of Canada | Large |
| Public Service Commission of Canada | Medium |
| Registry of the Competition Tribunal | Micro |
| Statistics Canada | Large |
| Veterans Review and Appeal Board Canada | Micro |
| **Government-wide audit** | |
| Follow-up to the Government-wide Audit of Executive Appointments | |
| **Study** | |
| Effectiveness of National Area of Selection | |
| Use of Merit Criteria | |
| Use of Non-advertised Processes | |

**Note:** Large organizations have more than 2 000 employees, medium organizations have between 500 to 1 999 employees, small organizations have between 100 to 499 employees and micro organizations have fewer than 100 employees.

# Appendix 5A

## Public Service Commission oversight continuum


Appointment policies
Appointment Delegation and Accountability Instrument
Monitoring and feedback
Studies and Statistical Bulletins
Audits
Investigations
Corrective action

### *Appointment policies*

The first element of the continuum is the Public Service Commission (PSC) suite of policies that, along with the *Public Service Employment Act* (PSEA) and its Regulations, provide direction and guidance to organizations on the minimum requirements for their staffing systems.

The PSC's Appointment Policy was developed in accordance with the PSEA, which gives the PSC authority to establish policy on the manner of making and revoking appointments and taking corrective action. The Policy is composed of a number of policies on specific subjects that correspond to key decision points in appointment processes and should be read in conjunction with the *Public Service Employment Regulations*. There are also a number of Exclusion Approval Orders that exempt some appointments from the application of all or part of the PSEA and therefore from the application of some or all of these policies.

### *Appointment Delegation and Accountability Instrument*

The Appointment Delegation and Accountability Instrument (ADAI), which the deputy head must sign in order to receive and exercise delegated authority, spells out all of the authorities and obligations of deputy heads and heads of agencies who accept responsibility for the exercise of that authority. The ADAI forms the basis of the contract between the PSC and departments and agencies. All deputy heads whose organizations are subject to the PSEA have signed an ADAI with the PSC.

### *Monitoring and feedback*

The PSC monitors trends and activities to identify government-wide issues and practices that could pose a risk to the integrity of the staffing system.

While providing more flexibility in the appointment process, the PSEA also requires that those delegated and sub-delegated to make appointment decisions (e.g. deputy heads, managers) be accountable to the PSC for the proper use of their delegated authorities. The performance of the public service organizations that have delegated appointment authorities is therefore to be monitored on an ongoing basis. The PSC assesses their staffing performance through a risk management perspective and reports to Parliament on the health of the public service appointment system.

The Commission holds deputy heads accountable for the exercise of delegated staffing authorities by:

- Providing a Staffing Management Accountability Framework;
- Monitoring appointment patterns, information gathering and risk assessment;
- Requiring deputy heads to report on their management of delegated staffing; and
- Providing feedback to delegated organizations so they can take action to improve their staffing system and ultimately to protect merit in the overall system.

### *Studies and Statistical Bulletins*

Studies are conducted to enhance understanding of the staffing system, draw attention to potential staffing issues and to identify lessons learned and good practices. Since they address issues that need clarification or are of particular interest to Parliament and the public, studies are largely exploratory in nature, bringing together a range of methodologies to explore these topics. While normally more descriptive than audits, studies can both provide guidance to other oversight functions on ways to assess these topics in the future and help improve policies on appointment processes related to them.

Statistical Bulletins are a new product developed to provide factual information on specific issues related to the hiring and staffing activities in the federal public service.

### *Audits*

Audits are objective and systematic examinations of activities that provide an independent assessment of the performance and management of those activities. These can include:

- **Government-wide audits** — These cover cross-cutting issues and staffing activities across several departments and agencies. The PSC may, when appropriate, base its conclusions on a sample of organizations. Government-wide audits provide independent assessments of the performance and management of staffing activities in organizations subject to the PSEA. They provide objective information, advice and assurance to Parliament and, ultimately, to Canadians on the integrity of the appointment process in the federal public service.
- **Entity audits** — These cover the staffing activities and issues of individual government departments and agencies. Generally, the objectives of these audits are to determine whether an organization has the appropriate framework, systems and practices in place to manage its staffing activities and to determine whether staffing activities complied with the PSEA, other governing authorities and policies and the instrument of delegation signed with the PSC. The PSC may make recommendations to deputy heads and heads of agencies in its audit reports and conduct follow-up audits to ensure that the organization has taken the corrective actions prescribed to resolve the issues raised.

- **Follow-up audits** — As a result of its audits, the PSC makes recommendations to departments and agencies for improvements to their staffing systems and practices. The PSC may also remove or impose conditions on the delegation of staffing authority. It monitors the implementation of the recommendations and conducts follow-up audits. In those situations in which the PSC has imposed conditions on the delegation of staffing authority, it proceeds with follow-up audits when the results of the monitoring activities indicate that significant improvements have been made and the organization may be in a position for the PSC to remove those conditions.

## *Investigations*

The PSEA provides the PSC with the authority to investigate staffing activities and political activities in the following cases:

- External appointments;
- Internal appointments, if not delegated;
- Delegated internal appointments, at the request of deputy heads;
- Appointments involving possible political influence;
- Appointment processes in which fraud is suspected; and
- Allegations of improper political activities.

When the PSC receives allegations of improper political activities by public servants, it determines if an investigation will be initiated and then conducts the investigation.

Under the PSEA, deputy heads are responsible for conducting their own investigations into the internal processes that they carry out under their delegated authority before revoking an appointment or taking corrective action. Deputy heads can choose to conduct their own investigations or ask the PSC to do so on their behalf. Decisions with regard to corrective measures remain with the deputy head.

In addition to its investigative role, the PSC also has the authority to look at internal appointment processes by means of an audit. This occurs when the PSC receives information about a possible error, omission or improper conduct in an internal appointment process. In such cases, the PSC reviews the information and determines whether an investigation has been, or should be, conducted. If so, a recommendation will be made to the deputy head to that effect and the PSC will offer to conduct the investigation on behalf of the deputy head. If the deputy head takes no action, the PSC may, on its own initiative, conduct an audit into the process.

## *Corrective action*

The PSC's accountability and oversight activities occasionally bring to light problems that can affect the circumstances of an individual or that could even pose a risk to the integrity of the staffing system. If a problem can be addressed through a system-wide solution or directive, the PSC can put in place the appropriate regulation or policy. In other situations when monitoring, audits or investigations reveal practices that do not conform to the statutory and policy framework of the staffing system, the Commission has the authority to address the issues.

For founded investigations, the Commission can take corrective action that encompasses a range of activities:

- In case of irregularities in a staffing process, the PSC can require that part or all of the process be re-done or re-evaluated, for example, the re-evaluation of a written test; and
- In certain cases, the PSEA authorizes the PSC to revoke appointments. This may occur, for example, if an investigation reveals an error, an omission or improper conduct during an external appointment process, if fraud occurred during an appointment process or if a process was subject to political influence.

Since the staffing system is based on delegation of authority from the PSC to deputy heads, the PSC can also, as a result of oversight activities, impose limits or conditions on the exercise of appointment authorities in a department or agency. In more serious cases, it can withdraw delegation entirely.

These tools are managed in a highly integrated way and contribute to the assessment of integrity of the staffing system. The result of this assessment is reported annually to Parliament. The PSC may also table special reports to Parliament on any matter within the scope of its powers and functions. In addition to providing regular and special reports to Parliament, including those related to audit findings, the PSC makes appearances before various parliamentary committees. The PSC places a high importance on its relationship with Parliament, given its responsibilities for ensuring the overall integrity of the appointment system and the political neutrality of the public service.

# Appendix 5B

## Review of Public Service Commission Oversight – Summary of progress on recommendations

### *Stakeholder communications*

| Committee recommendations | Progress to date |
|---|---|
| 1. To streamline its reporting to Parliament, the Public Service Commission (PSC) should consider providing Parliament with a consolidated report summarizing the results of departmental audit activities while continuing to provide departments with the results of their individual audits. To ensure transparency of reporting, departmental audit reports need to continue to be easily accessible to the public by being placed on the PSC Web site. | **Implemented.**<br>In 2010-2011, the PSC tabled its audit reports in Parliament in a consolidated report format. |
| 2. To improve collaboration between the PSC and departments and central agencies, essential to effective oversight, the PSC needs to create a regular forum for dialogue on staffing and oversight with deputy heads of departments and central agencies. | **Integrated into ongoing operations.**<br>The PSC Appointment Policy review team consulted on a regular basis with the Office of the Chief Human Resources Officer.<br>The Independent Review Committee's Report was provided to the Clerk's Deputy Minister Committee on Public Service Renewal.<br>The PSC developed a Communications and Outreach Strategy which includes sharing its annual audit plan with the central agencies. The audit plan is also posted on-line. |
| 3. To improve communication between the PSC and public service bargaining agents, the PSC needs to regularize its meetings with leaders of bargaining agents. | **Integrated into ongoing operations.**<br>Since spring 2010, the Public Service Commission Advisory Council, which consists of representatives from the bargaining agents, organizations and the PSC, has met regularly to discuss issues of common concern related to the *Public Service Employment Act* (PSEA), including the PSC's assessment of the Act |
| 4. To address changes in leadership and renewal of the public service, the PSC needs to continue to communicate its oversight framework and ensure ongoing orientation and training for deputy heads, line managers and human resources (HR) specialists. Bargaining agents should be invited to participate in orientation and training sessions, where appropriate. | **Integrated into ongoing operations.**<br>An Executive (EX) Resourcing information session was developed and delivered in early 2010-2011 concerning the expectations of the PSC when conducting EX resourcing.<br>The PSC has developed an information session on PSC oversight which will be delivered to key stakeholders in 2011-2012. |

## *Collaboration with the Office of the Comptroller General and the Office of the Auditor General*

| Committee recommendations | Progress to date |
|---|---|
| 5. To minimize overlap and duplication of oversight activities within departments related to PSC staffing audits and internal audits, the PSC and the Office of the Comptroller General (OCG) need to develop a memorandum of understanding to address how they can better streamline their activities in the areas of:<br>• Planned staffing audits, while still respecting their individual responsibilities;<br>• Capacity building of audit committees — training and education on the requirements of the PSEA and PSC oversight responsibilities; and<br>• Capacity building of the internal audit community — development of a methodology for the conduct of staffing audits and training and education on the application of the methodology. | **Implemented and integrated into ongoing operations.**<br>The PSC developed a strategy to share the PSC's audit methodology with the internal audit community and audit committees. The PSC audit methodology was posted to GCPEDIA in September 2010.<br>The PSC held various meetings and presentations to the OCG on PSC audit activities and shared its audit plan.<br>The PSC will meet with organizations and their audit committees on an ad hoc basis to outline its expectations. |
| 6. To minimize overlap and duplication of oversight activities within departments related to PSC staffing audits and Office of the Auditor General (OAG) HR audits, the PSC should work with the OAG to foster a collaborative working relationship and a formal means of exchanging plans. | **Integrated into ongoing operations.**<br>The PSC meets with the OAG annually to share its audit plans. |

## *Policy and Staffing Management Accountability Framework review*

| Committee recommendations | Progress to date |
|---|---|
| 7. To clarify its expectations of departments and agencies, the PSC needs to:<br>• Complete its planned policy review of appointment and appointment-related authorities;<br>• Continue to refine its Staffing Management and Accountability Framework (SMAF); and<br>• Ensure appropriate stakeholder consultation and communication while making these changes to its policies and SMAF. | **Integrated into ongoing operations.**<br>Guides have been streamlined to one guide per policy.<br>Five new policy support tools were released in August 2009.<br>A review of all appointment policies has been completed.<br>SMAF indicators were reduced from 37 to 29 and may be reduced further pending consultation.<br>The PSC implemented a new approach for micro organizations (of fewer than 100 employees) to minimize their reporting burden.<br>An updated PSC Corporate Information Kit has been developed and the PSC established a Web site to raise awareness with stakeholders about its assessment of the PSEA. |

| | |
|---|---|
| 8. To clarify its expectations of departments for the use of non-advertised appointment processes, the PSC needs to clarify and communicate its policy expectations regarding the choice of appointment process, with appropriate stakeholder consultation. | **Integrated into ongoing operations.**<br>The PSC continues to clarify its position on the use of non-advertised processes.<br>The PSC amended its Priority Information Management System (PIMS) in 2009, allowing organizations to select from a list of appropriate reasons for non-advertised processes. |

## *Monitoring and the Departmental Staffing Accountability Report process*

| Committee recommendations | Progress to date |
|---|---|
| 9. To improve the ongoing effectiveness of its monitoring process, the PSC needs to:<br>• Ensure appropriate stakeholder consultation and communication of the Departmental Staffing Accountability Report (DSAR) assessment process; and<br>• Refine the DSAR assessment process. | **Integrated into ongoing operations.**<br>The PSC identified lessons learned from the 2008-2009 DSAR process and held consultations with stakeholders.<br>The PSC streamlined the SMAF and DSAR templates for 2009-2010. |
| 10. To improve the overall effectiveness of its data monitoring activities, the PSC needs to:<br>• Implement a formal data strategy and upgrade its information technology (IT) infrastructure; and<br>• Continue working with departments and central agencies to contribute to a streamlined government-wide approach to data collection and supporting IT systems. | **Integrated into ongoing operations.**<br>The PSC developed a vision and common set of priorities to implement a business intelligence and data management environment.<br>The PSC provided input into the Treasury Board of Canada Secretariat People Management Scorecard. |
| 11. To contribute to the overall effectiveness of its monitoring of the choice of appointment process, the PSC needs to review its approach to collecting non-advertised data to determine if changes can be made to improve its completeness and accuracy. | **Implemented.**<br>PIMS was amended in November 2009 and will be updated in 2010-2011, following further consultations. |
| 12. To ensure the long-term sustainability of its monitoring activities, the PSC needs to continue with its plans to:<br>• Increase its level of resources for its monitoring activities; and<br>• Invest in succession planning and capacity building in this area. | **Implemented.**<br>The PSC re-aligned its data analysis and survey operations into a single entity.<br>The PSC restructured its monitoring activities to address long-term sustainability. |

## *Audit*

| Committee recommendations | Progress to date |
|---|---|
| 13. To ensure an efficient audit process and the long-term sustainability of its audit operations, the PSC needs to continue with its plans to:<br>• Invest in the team building and leadership of its auditors; and<br>• Establish and implement a learning strategy to ensure the adherence to methodology and the efficiency of audits (e.g. training and coaching). | **Integrated into ongoing operations.**<br>A learning and development strategy for audit staff has been implemented. Courses and workshops continue to be delivered.<br>A branch-wide HR plan has been developed. |
| 14. To ensure the efficiency of its audit process, the PSC needs to:<br>• Tailor its audit methodology to better reflect the specific context of staffing audits with clear linkages to the SMAF and PSC appointment framework, and to better focus audit efforts on matters of risk and significance; and<br>• Provide appropriate supporting audit tools and technology (e.g. sampling tools and electronic working papers). | **Implemented and integrated into ongoing operations.**<br>The PSC implemented its fully revised and streamlined audit methodology in December 2009.<br>Various tools and templates are continuously being developed and sampling software has been acquired to implement the revised methodology. |
| 15. To ensure the ongoing reasonableness of its planned level of effort for audits, the PSC needs to:<br>• Continue to update and revise its resourcing planning model, taking into account recent experience and best practices in the profession;<br>• Implement its recently revised target budget hours; and<br>• Implement more rigorous project management techniques to ensure early detection of potential cost overruns and timely corrective action. | **Integrated into ongoing operations.**<br>Project management skills are being developed through courses and workshops.<br>A resource planning model has been completed to support audit teams. |
| 16. To ensure the ongoing reasonableness of its planned level of effort for audits, the PSC needs to:<br>• Formally obtain feedback from departments through a structured survey process; and<br>• Undergo a periodic external quality assurance review every one to two years. | **Integrated into ongoing operations.**<br>The PSC developed and sent a feedback questionnaire to 12 audited organizations in 2010. Several areas were identified for improvement. Training and workshops will address this.<br>As part of the quality management and improvement program, internal inspections of five audits were carried out. Audit teams will be briefed on the results in preparation for an external quality review to be carried out in late 2011 or early 2012. |

## *Performance monitoring and reporting*

| Committee recommendations | Progress to date |
|---|---|
| 17. To ensure that its level of effort directed to oversight remains appropriate, the PSC's annual reviews of strategic plans and performance need to continue to include a robust examination of the results of its monitoring and audit activities. | **Integrated into ongoing operations.**<br>As part of it strategic planning and performance review process, the PSC will continue to review the results of its monitoring and audit activities to ensure an appropriate balance between the two.<br>The PSC is developing a formal performance measurement framework to track the implementation of recommendations from the Review of PSC Oversight.<br>The PSC will make appropriate changes to the Departmental Performance Report and Report on Plans and Priorities reporting formats in time for the 2011-2012 Report on Plans and Priorities. |
| 18. To ensure the accountability and transparency of its oversight performance results, the PSC needs to continue to report to Parliament on its planned and actual number of audits completed in a year as well as its progress on capacity building. | **Integrated into ongoing operations.**<br>The PSC will continue to report to Parliament on the planned and actual audits completed as well as progress in the area of capacity building. |

# Appendix 6

## *Public Service Employment Regulations* and Exclusion Approval Orders

There are several provisions in the *Public Service Employment Act* (PSEA) that provide authority for the making of orders and regulations:

- Section 22 provides the Commission with the direct authority to make regulations to give effect to the provisions of the PSEA relating to matters under its jurisdiction;
- Section 20 provides the Commission with the authority to exclude positions or persons from any or all of the provisions of the PSEA, subject to the approval of the Governor in Council; these are referred to as exclusion approval orders;
- Section 21 provides that, on the recommendation of the Commission, the Governor in Council may make regulations related to how excluded positions and persons are to be dealt with;
- Subsection 35(4) provides that, on the recommendation of the Commission, the Governor in Council may designate portions of the federal public administration for purposes of eligibility in internal appointment processes; and
- Subsection 113(2) provides that, on the recommendation of the Commission, the Governor in Council may make regulations specifying political activities that are deemed to impair the abilities of employees to perform their duties in a politically impartial manner.

The PSC continued its work on these statutory instruments in several areas in 2010-2011.

- **Regulations made by the Commission pursuant to Section 22 of the *Public Service Employment Act*:**
  - ***Public Service Employment Regulations* (PSER)** — An amendment was made to several provisions of the PSER in 2010-2011. A new priority for appointment was created for spouses or common-law partners of employees, members of the Canadian Forces (CF) and members of the Royal Canadian Mounted Police (RCMP) whose deaths are attributable to the performance of duties. The priority for the 11 persons excluded by the *Governor General's Secretary Exclusion Approval Order* (GGSEAO) upon their cessation of employment was removed. In addition, several changes were incorporated to the priority provisions and several minor clarifications were made, as recommended by the Standing Joint Committee for the Scrutiny of Regulations. For example, wording regarding the priority provisions for employees who become disabled and for members of the CF and RCMP who are released or discharged for medical reasons was clarified. The amended PSER came into force on April 27, 2010, although the change to the priority provision for excluded persons in the Office of the Governor General's Secretary came into force when the new GGSEAO came into force on September 23, 2010. The PSC also began a comprehensive review of the PSER, which is expected to be finalized in 2013.

- ***Appointment of Women in the Department of Indian Affairs and Northern Development (Employment Equity Program) Regulations*** — The purpose of these Regulations was to facilitate the implementation of an employment equity program to encourage the advancement of women from administrative support to entry-level officer positions. The Regulations exclude these appointments from the requirement to consider priority persons. However, the program is no longer in existence, and the current PSER addresses these matters to achieve these objectives. These Regulations are therefore no longer necessary and work began to repeal them. It is anticipated that they will be repealed during the 2011-2012 fiscal year.
- ***Political Activities Regulations*** — These Regulations prescribe the processes to follow for employees who wish to seek nomination as a candidate in an election and for investigations of allegations of improper political activities. Late in 2010-2011, work began on making amendments to the Regulations, to reflect improvements in the process for employees wishing to seek nomination and to consider comments made by the Standing Joint Committee for the Scrutiny of Regulations. This work will continue into 2011-2012.

- **Exclusion Approval Orders made pursuant to Section 20 of the *Public Service Employment Act* and Regulations made pursuant to Section 21 of the Act:**
  - ***Office of the Governor General's Secretary Exclusion Approval Order and Regulations Amending the Office of the Governor General's Secretary Employment Regulations*, 2010** — As noted above, the priority provision in the PSER for excluded persons in the Office of the Governor General's Secretary was repealed when the Order and Regulations came into force on September 23, 2010. The former priority was replaced with a mobility provision in the Regulations, which allows persons who cease to be employed in one of the 11 excluded positions to participate in advertised internal appointment processes open to all employees of the public service for a period of one year after their cessation of employment.
  - ***Student Employment Programs Participants Exclusion Approval Order* and its Regulations** — This Order and its Regulations came into force on June 17, 2010, and replaced the former *Student Employment Programs Exclusion Approval Order* and *Student Employment Programs Regulations*. The new Order and Regulations modified the accountability framework within which students are appointed. The Commission retains its authority to appoint students, although that authority may be delegated to deputy heads who, in turn, may sub-delegate it. Students are now required to take and subscribe the oath or solemn affirmation prior to the effective date of their appointment. They are also subject to the political activities requirements set out in Part 7 of the PSEA, which recognizes that they may engage in any political activity as long as it does not impair, or is not perceived as impairing, their ability to perform their duties in a politically impartial manner. The Regulations set out the conditions that apply to students' appointments and throughout their employment.

- ***Statistics Canada Census-Related Term Employment Exclusion Approval Order* and its Regulations** —This Order excludes from certain provisions in the PSEA to ensure that the work related to the censuses conducted by Statistics Canada every five years can be completed within legislated time-frames. The Regulations set out the conditions that apply to the excluded employees' appointments and throughout their employment. The Order and Regulations came into force on June 17, 2010.
- ***Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order* and its Regulations** — Shortly after the coming into force of the *Statistics Canada Census-Related Term Employment Exclusion Approval Order*, the Government discontinued the use of the mandatory long-form questionnaire used for the censuses and replaced it with the voluntary National Household Survey (NHS). As a result, this Order and its Regulations were developed to apply to persons whose duties include working on the NHS as well as on the censuses, as the previous Order applies to persons whose duties included working on the censuses only. The new Order and Regulations came into force on October 28, 2010.
- ***Notification Exclusion Approval Order*** — When conducting internal appointment processes, candidates who do not possess an essential qualification are eliminated from any possible appointment. Nonetheless, they must still be notified of each appointment made as a result of the process. To improve efficiency, the PSC is continuing its work on the development of this Order to address the requirement for notification of every appointment made to these candidates. Consultations are under way and work will continue in 2011-2012. The *PSC's Special Report to Parliament: Merit and Non-Partisanship under the* Public Service Employment Act *(2003)* discussed the PSC's on-going concern with this issue.
- ***Communications Security Establishment Exclusion Approval Order* and *Communications Security Establishment Appointment Regulations*** — Work is continuing on updating this Order and its Regulations, as the existing Order dates back to 1975 and excludes the Communications Security Establishment from the operation of the entire PSEA. With the greater flexibilities inherent in the current PSEA, a blanket approach is no longer necessary. The PSC is working with stakeholders to finalize the proposed Order and Regulations.
- ***Locally-Engaged Staff Exclusion Approval Order* and *Locally-Engaged Staff Employment Regulations*** — Work is continuing on updating this Order and its Regulations, as the existing Order dates back to 1967. The proposed Order and Regulations apply to persons who are recruited locally at locations outside Canada and are being developed in consultation with the major users, namely the Department of National Defence and the Department of Foreign Affairs and International Trade. While the existing Order excludes locally-engaged staff from the operation of the entire PSEA, the proposed Order excludes them from the application of only certain provisions of the PSEA.

  - ***Designation of Certain Portions of the Public Service Order*** — Under subsection 35(4) of the PSEA, portions of the federal public administration may be designated for the purpose of eligibility in internal advertised appointment processes that are open to all employees. This Order came into force in 1967 under a similar provision of the former PSEA, and includes a Schedule listing several organizations whose employees are eligible to participate in internal processes. While this Schedule has undergone several amendments over the years, work is now being undertaken to update the Order.

- **Regulations Specifying Political Activities** — Late in 2010-2011, work began on developing these Regulations to be made under subsection 113(2) of the PSEA, which will specify political activities that are deemed to impair the ability of an employee, or a class of employees, to perform their duties in a politically impartial manner. This work will continue into 2011-2012.

# Appendix 7

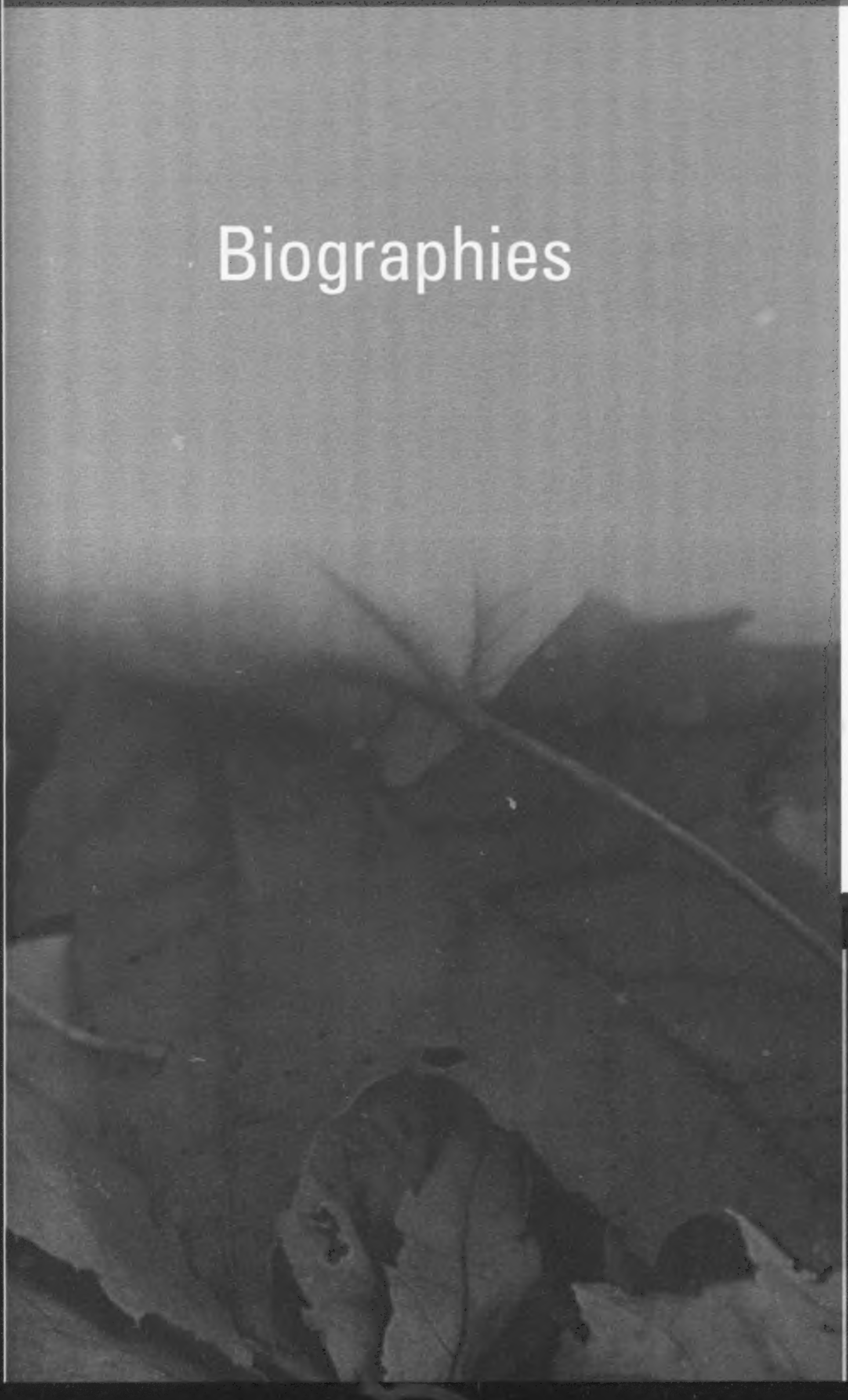
## Glossary of terms

In order to foster greater consistency in the interpretation of terms used by human resources advisors and managers, the Public Service Commission (PSC) created an on-line glossary in 2010-2011.

The PSC has used plain language in the definitions in the Glossary, and technical and legal complexities may not be reflected in them. Definitions provided in the *Public Service Employment Act*, its regulations or any other applicable legislation take precedence over those in the PSC Glossary.

The Glossary is an evergreen document that will be subject to regular review and updates and can be found on the PSC Web site at www.psc-cfp.gc.ca/abt-aps/gls/index-eng.htm. Users can suggest terms to be added to the PSC Glossary, as well as provide comments on definitions.

# Biographies



## Maria Barrados, President

Ms. Maria Barrados was confirmed as President of the Public Service Commission of Canada effective May 21, 2004. She had served as interim President since November 2003. From December 1993 to that date, she was Assistant Auditor General, Audit Operations, at the Office of the Auditor General of Canada.

Educated as a sociologist, Ms. Barrados has a wealth of knowledge of and a solid background in audit, evaluation and statistical analysis. In 1975, she began her career as a Lecturer and later as a Research Project Supervisor at Carleton University. In March 1985, she joined the Office of the Auditor General, where she held positions of increasing responsibility in the Audit Operations Branch. She chaired executive committees on value-for-money and professional practices, representing the Office of the Auditor General at parliamentary hearings and at meetings with ministers and senior officials. She was responsible for many financial and value-for-money audits, including audit work related to results measurement, accountability, human resources management and public service renewal.

Ms. Barrados is a member and former Chair of the Canadian Council on Health Services Accreditation. She has been a member of the Board of Trustees of the Ottawa Grace Manor and the Ottawa Hospital. She is also on the nominating committee of the Community Foundation of Ottawa.

Ms. Barrados obtained a B.A. with high honours in Sociology from the University of Saskatchewan in 1966. She also has an M.A. in Sociology from McGill University (1970) and a Ph.D. in Sociology from Carleton University (1978).

She is a recipient of the Confederation Medal (1992).

Ms. Barrados is married and has one daughter. She was born in the Netherlands, is a Canadian citizen and lives in Ottawa.

## Manon Vennat, Commissioner

Effective June 10, 2004, Mrs. Manon Vennat was confirmed as a part-time Commissioner of the Public Service Commission of Canada, for a term of seven years.

Manon Vennat attended both McGill University, graduating in Civil Law, and the University of Ottawa, where she obtained a postgraduate degree in Public Law. Born in Montréal, she is a member of the Bar of Quebec.

Mrs. Vennat joined the Company of Young Canadians in 1966 as Director of Legal Affairs and Executive Assistant to the Director General. Later, she was Language Programs Officer for the Federal Citizenship Department. She founded *Le Centre de linguistique de l'entreprise*, serving as its Executive Director until 1980. This organization enabled private sector corporations to manage changing linguistic priorities in Quebec.

Mrs. Vennat was Chairman of Spencer Stuart in Montréal until 2005. Prior to joining Spencer Stuart in 1986, Mrs. Vennat was Vice-President, Administration, General Counsel and Secretary to the Board of Directors of AES Data. She has now established her own consulting firm, Manon Vennat & Associates.

Throughout her career, Mrs. Vennat has been very active professionally as well as in the community. She is a past President of the Montreal Board of Trade, the first woman to hold this position, and is currently a director of the Historica Dominion Institute and the immediate past Chair of the Board of Directors of the McCord Museum of Canadian History.

Mrs. Vennat has served on the boards of the Public Policy Forum and the Institute for Research on Public Policy. She has also contributed as a member of the Board of Visitors of Duke University, the Board of Directors of the McGill Institute for the Study of Canada and the board of the U.S.-Canada Fulbright Program. She has served on the Board of Governors of both Concordia University and McGill University, where she remains active as an *Emeritus* Governor. She is also a former chair of the board of Frontier College and a past member of its Foundation.

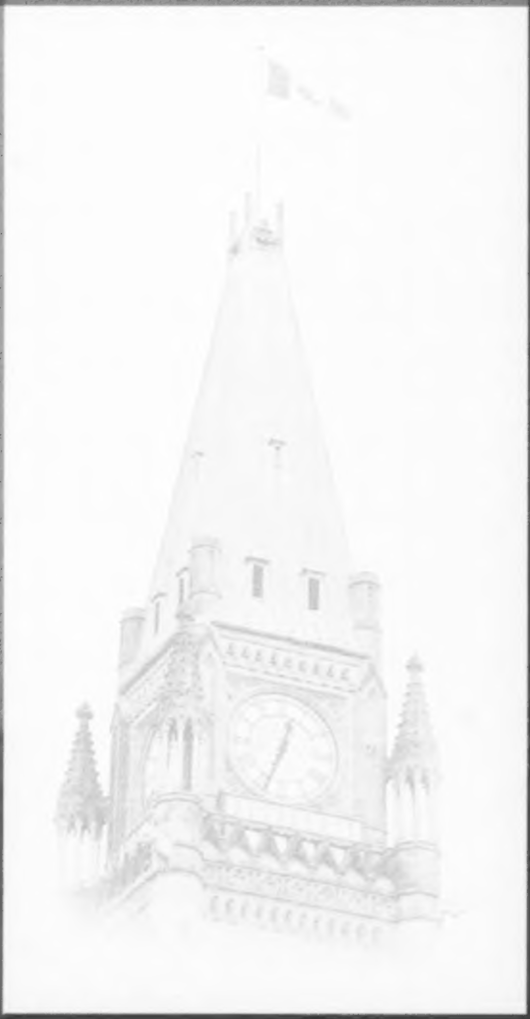
Mrs. Vennat has acted as a director of several corporations, including Canada Packers, Provigo, The Dominion of Canada General Insurance Company, Empire Life and National Trust. A former member of the Board of Governors of the Montreal Stock Exchange, she is presently a director of McGraw-Hill Ryerson and Greiche & Scaff.

Over the years, she has participated in a number of task forces and advisory groups for the Quebec and federal governments.

In 2001, the Public Policy Forum honoured her at a testimonial dinner in recognition of her contribution to public sector management and public policy in Canada.

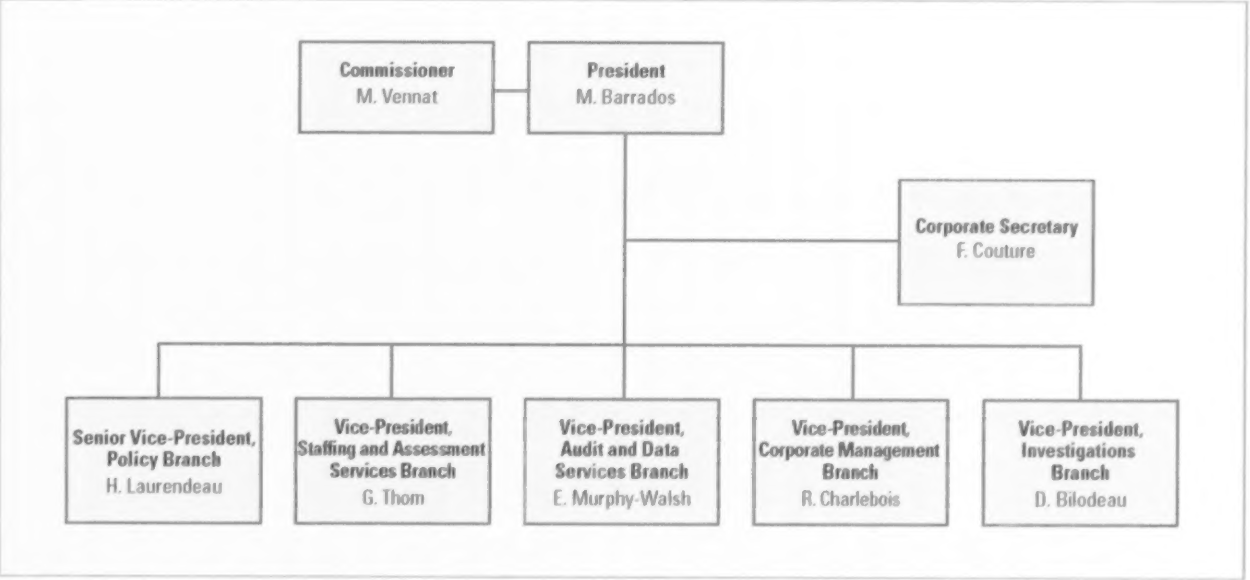
Mrs. Vennat holds a Ph.D. *honoris causa* from the University of Ottawa and is a Member of the Order of Canada.

# Public Service Commission organization chart



# Public Service Commission organization chart

*As of September 1, 2011*


Commissioner
M. Vennat
President
M. Barrados
Corporate Secretary
F. Couture
Senior Vice-President, Policy Branch
H. Laurendeau
Vice-President, Staffing and Assessment Services Branch
G. Thom
Vice-President, Audit and Data Services Branch
E. Murphy-Walsh
Vice-President, Corporate Management Branch
R. Charlebois
Vice-President, Investigations Branch
D. Bilodeau

**Notes:**

- Terms of M. Barrados and M. Vennat extended May 21, 2011
- H. Laurendeau appointed June 1, 2011
- D. Bilodeau appointed May 1, 2011

# Offices of the Public Service Commission

# Offices of the Public Service Commission

All PSC offices provide services in both official languages.

**Internet**
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PSC Recruitment site: jobs.gc.ca
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TTY: 613-996-1205
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TTY: 1-800-532-9397
Information: 1-800-387-0776
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